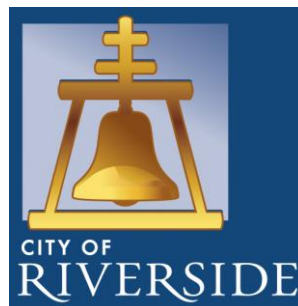




# ***CITY OF RIVERSIDE***



## **EMERGENCY OPERATIONS PLAN**



### **PART I: BASE PLAN**



***A STRATEGY FOR CITYWIDE  
RESPONSE AND RECOVERY TO  
MAJOR EMERGENCIES AND  
DISASTERS***

Promulgated: January 18, 2011  
Last Updated: January 18, 2011

*Prepared By:*  
**Office of *E*mergency *M*anagement**

THIS PAGE INTENTIONALLY LEFT BLANK.

# PROMULGATION

This Emergency Operations Plan is adopted as the official emergency plan of the City of Riverside by resolution No.22151 of the City Council of the City of Riverside, California, dated January 18, 2011. This version supersedes all previous versions.

**Ronald O. Loveridge, Mayor**  
**Riverside City Council**

THIS PAGE INTENTIONALLY LEFT BLANK.

# TABLE OF CONTENTS

|  |             |
|--|-------------|
| <b>1. Letter of Promulgation.....</b>                                    | <b>iii</b>  |
| <b>2. Table of Contents.....</b>   | <b>v</b>    |
| <b>3. Foreword .....</b>   | <b>ix</b>   |
| <b>4. Preface.....</b>   | <b>xi</b>   |
| <b>5. Record of Changes .....</b>  | <b>xiii</b> |
| <b>6. Plan Distribution .....</b>  | <b>xv</b>   |
| <b>7. Concurrence Signatories to the Emergency Operations Plan .....</b> | <b>xvii</b> |
| <b>8. Plan Organization and Activation .....</b>                         | <b>xix</b>  |
| <b>9. Base Plan.....</b>   | <b>1</b>    |
| <b>9.1. Purpose and Scope .....</b>                                      | <b>3</b>    |
| 9.1.1.Purpose of the EOP .....   | 3           |
| 9.1.2.Scope of the EOP .....   | 3           |
| 9.1.3.Basis for Planning .....   | 4           |
| 9.1.4.Objectives .....   | 4           |
| <b>9.2. Situation and Assumptions .....</b>                              | <b>5</b>    |
| 9.2.1.Situation .....  | 5           |
| 9.2.2.Hazards Summary .....  | 6           |
| 9.2.3.Planning Assumptions.....  | 7           |
| <b>9.3. Concept of Operations .....</b>                                  | <b>9</b>    |
| 9.3.1.General Overview .....   | 9           |
| 9.3.2.Emergency Plan Implementation and Activation .....                 | 9           |
| 9.3.3.SEMS.....  | 9           |
| 9.3.3.1.SEMS Overview .....  | 9           |
| 9.3.3.2.SEMS Levels.....   | 10          |
| 9.3.3.3.SEMS Components.....   | 11          |
| 9.3.3.4.SEMS Functions .....   | 12          |
| 9.3.3.5.SEMS Adoption.....   | 12          |
| 9.3.4.NIMS.....  | 13          |
| 9.3.4.1.NIMS Overview .....  | 13          |
| 9.3.4.2.NIMS Components.....   | 13          |
| 9.3.4.3.NIMS Adoption.....   | 13          |
| 9.3.5.Incident Command System .....                                      | 14          |
| 9.3.5.1.ICS Terms and Concepts.....                                      | 14          |
| 9.3.5.2.ICS Organization.....  | 15          |
| 9.3.5.3.Establishing Command .....                                       | 16          |
| 9.3.5.4.ICS Structure .....  | 16          |
| 9.3.6.Contrast Between Incidents, Emergencies and Disasters .....        | 17          |
| 9.3.7.Management of Disasters .....                                      | 19          |

|  |           |
|--|-----------|
| 9.3.7.1.Field Level Response and EOCs in Emergency Mgmt .....    | 19        |
| 9.3.8.Emergency Management Process .....                         | 21        |
| 9.3.9.Emergency Operating Condition Levels .....                 | 23        |
| 9.3.9.1.Emergency Operating Condition Levels Overview.....       | 23        |
| 9.3.9.2.Emergency Operating Condition Levels .....               | 23        |
| 9.3.10.Emergency Situation Terminology.....                      | 25        |
| 9.3.10.1.National Weather Service Weather Warning System .....   | 25        |
| 9.3.10.2.Department of Energy Nuclear Warning System.....        | 25        |
| 9.3.10.3.Department of Homeland Security Advisory System.....    | 26        |
| 9.3.11.Phases of Emergency Management.....                       | 29        |
| 9.3.12.Public Information .....                                  | 31        |
| 9.3.12.1.Public Outreach Programs .....                          | 31        |
| 9.3.12.2.Emergency Public Information.....                       | 31        |
| 9.3.13.Special Needs Populations .....                           | 32        |
| 9.3.13.1.Access and Functional Needs Populations.....            | 32        |
| 9.3.13.2.At-Risk Populations.....                                | 33        |
| 9.3.14.Recovery Operations .....                                 | 34        |
| 9.3.14.1.Recovery Overview .....                                 | 34        |
| 9.3.14.2.Recovery Organization.....                              | 34        |
| 9.3.14.3.Recovery Damage Assessment .....                        | 37        |
| 9.3.14.4.Recovery Documentation .....                            | 37        |
| 9.3.14.5.Recovery After-Action-Reports.....                      | 37        |
| 9.3.14.6.Recovery Disaster Assistance.....                       | 37        |
| 9.3.15.City Department Participation.....                        | 41        |
| 9.3.16.National Planning Scenarios .....                         | 42        |
| 9.3.17.Universal Task List.....                                  | 42        |
| 9.3.18.Target Capabilities .....                                 | 42        |
| <b>9.4. Organization and Assignment of Responsibilities.....</b> | <b>45</b> |
| 9.4.1.General Overview of Emergency Responsibilities .....       | 45        |
| 9.4.2.Director of Emergency Services .....                       | 45        |
| 9.4.3.City Council.....  | 45        |
| 9.4.4.City Emergency Organization.....                           | 45        |
| 9.4.5.Disaster Service Worker.....                               | 45        |
| 9.4.6.First Response Departments.....                            | 46        |
| 9.4.7.Lead Departments.....                                      | 46        |
| 9.4.8.Support Departments .....                                  | 46        |
| 9.4.9.Coordinating Departments .....                             | 46        |
| 9.4.10.Department Emergency Coordinators .....                   | 47        |
| 9.4.11.Office of Emergency Management .....                      | 47        |
| 9.4.12.Department Operations Center .....                        | 47        |
| 9.4.13.Emergency Operations Center .....                         | 47        |
| 9.4.14.Department Responsibilities.....                          | 47        |
| 9.4.15.Emergency Functions Overview.....                         | 48        |
| 9.4.16.Consolidated Emergency Activities .....                   | 48        |
| 9.4.17.Incident Command System and Emergency Functions .....     | 48        |
| 9.4.18.Emergency Function Locations .....                        | 48        |
| 9.4.19.Emergency Function Coordinators .....                     | 49        |
| 9.4.20.Emergency Function Descriptions.....                      | 49        |
| 9.4.21.Emergency Function Responsibilities.....                  | 54        |
| 9.4.22.Emergency Functions Matrix Overview .....                 | 56        |
| 9.4.23.Emergency Functions and Responsibilities Matrix.....      | 57        |

|  |           |
|--|-----------|
| 9.4.24.Citizen Involvement.....                                      | 59        |
| 9.4.25.Non-Governmental Organizations (NGOs).....                    | 59        |
| 9.4.26.Business and Industry.....                                    | 60        |
| 9.4.27.Schools, Colleges and Universities.....                       | 61        |
| 9.4.28.Faith Based Organizations.....                                | 61        |
| <b>9.5. Direction and Control.....</b>                               | <b>63</b> |
| 9.5.1.City Manager / Director of Emergency Services.....             | 63        |
| 9.5.2.City EOC.....  | 63        |
| 9.5.3.Department Level Direction.....                                | 63        |
| 9.5.4.Local Control of Emergencies and Disasters.....                | 63        |
| 9.5.5.EOC Response.....  | 63        |
| 9.5.6.City Manager Authority During Emergencies and Disasters.....   | 64        |
| 9.5.7.On-Scene Control During Emergencies.....                       | 64        |
| 9.5.8.EOC Coordination.....  | 64        |
| 9.5.9.DOC Coordination.....  | 64        |
| 9.5.10.EOC Organization.....   | 64        |
| <b>9.6. Continuity of Government / Continuity of Operations.....</b> | <b>65</b> |
| 9.6.1.Continuity of Government.....                                  | 65        |
| 9.6.2.City of Riverside Director of Emergency Services.....          | 65        |
| 9.6.3.Alternate Director of Emergency Services.....                  | 65        |
| 9.6.4.Succession of Officers.....                                    | 65        |
| 9.6.5.Lines of Succession.....                                       | 66        |
| 9.6.6.Reconstituting Government.....                                 | 66        |
| 9.6.7.Preservation of Vital Records.....                             | 67        |
| <b>9.7. Administration and Logistics.....</b>                        | <b>69</b> |
| 9.7.1.Administrative Matters During Disasters.....                   | 69        |
| 9.7.2.Finance During Disasters.....                                  | 69        |
| 9.7.2.1.Emergency Funds.....   | 69        |
| 9.7.2.2.Disaster Cost Accounting.....                                | 69        |
| 9.7.3.Logistics.....   | 69        |
| 9.7.4.Emergency Facilities.....                                      | 70        |
| 9.7.4.1.Public Safety Communications Center.....                     | 70        |
| 9.7.4.2.Mobile Command and Communications Unit.....                  | 71        |
| 9.7.4.3.Department Operations Center.....                            | 71        |
| 9.7.4.4.Emergency Operations Center.....                             | 71        |
| 9.7.4.5.Alternate Emergency Operations Center.....                   | 71        |
| 9.7.4.6.Mobile Emergency Operations Center.....                      | 71        |
| 9.7.4.7.Joint Information Center.....                                | 72        |
| 9.7.4.8.Incident Command Post.....                                   | 72        |
| 9.7.4.9.Staging Area.....  | 72        |
| 9.7.4.10.Mobilization Center.....                                    | 73        |
| 9.7.4.11.Evacuation Reception Center.....                            | 73        |
| 9.7.4.12.Shelter.....  | 73        |
| 9.7.5.Mutual Aid.....  | 74        |
| 9.7.5.1.Mutual Aid Agreements.....                                   | 74        |
| 9.7.5.2.Mutual Aid Coordination.....                                 | 74        |
| 9.7.5.3.Mutual Aid Areas Defined.....                                | 74        |
| 9.7.5.4.Master Mutual Aid Agreement.....                             | 75        |
| 9.7.5.5.Mutual Aid Legislative Purpose.....                          | 75        |

|  |           |
|--|-----------|
| 9.7.5.6.Outside Aid During Emergencies .....               | 75        |
| 9.7.5.7.Mutual Aid Powers in Non-Emergency Periods .....   | 75        |
| 9.7.5.8.Local Control of Mutual Aid Resources .....        | 75        |
| 9.7.5.9.Interstate Aid Agreements .....                    | 75        |
| 9.7.5.10.Local Mutual Aid Provisions .....                 | 76        |
| 9.7.5.11.State Mutual Aid Provisions .....                 | 76        |
| 9.7.5.12.Mutual Aid Charges Against State of CA .....      | 76        |
| 9.7.5.13.CA Mutual Aid Systems .....                       | 76        |
| 9.7.5.14.State Mutual Aid Regions .....                    | 77        |
| 9.7.5.15.Discipline-Specific Mutual Aid Coordination ..... | 78        |
| 9.7.5.16.City Mutual Aid Participation .....               | 78        |
| 9.7.5.17.Mutual Aid Agreement Responsibility .....         | 78        |
| 9.7.6.Emergency Management Assistance Compact (EMAC) ..... | 79        |
| 9.7.7.Training of Emergency Operations Staff.....          | 79        |
| <b>9.8. Plan Development and Maintenance .....</b>         | <b>81</b> |
| 9.8.1.Plan Development.....                                | 81        |
| 9.8.2.Plan Maintenance .....                               | 81        |
| 9.8.3.Plan Revisions .....                                 | 81        |
| 9.8.4.Coordination With Other Plans .....                  | 82        |
| <b>9.9. Authorities and References .....</b>               | <b>83</b> |
| <b>9.10. Glossary / Definitions of Terms .....</b>         | <b>89</b> |



# FOREWORD

## EOP OVERVIEW

The City of Riverside Emergency Operations Plan (EOP) provides the strategic guidance for response and recovery to a full range of natural, technological, human-caused, and terrorist-related emergencies or disasters. The EOP is both a preparedness and a response document. It is designed to be read, understood, and exercised prior to an emergency. It should be referred to during the response as well as the recovery to emergencies. It has been developed to conform to the California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS).

## EOP DEVELOPMENT

In developing the EOP, steps have been taken to insure it conforms to United States Department of Homeland Security requirements and California Emergency Management Agency regulations. As a technical document, the EOP is written to be consistent with the California Emergency Plan, National Response Framework and FEMA's Civil Preparedness Guide 101-Guide for All-Hazards Emergency Operations Plans.

Responsibility for developing the EOP and related emergency plans, procedures, policies, and agreements has been delegated to the Riverside Office of Emergency Management (OEM). Additionally, OEM is responsible for coordinating emergency and disaster operations under the direction of the City Manager who serves as Director of Emergency Services. This plan provides the framework, within which City of Riverside departments, allied agencies, non-governmental organizations, volunteer groups, and private organizations can develop detailed response procedures, continuity of government / continuity of operations plans, resource arrangements, and aid agreements. These agencies and organizations collectively comprise the City of Riverside Emergency Organization.

## EOP SUPPORTING PROCEDURES

Recipients of this EOP are expected to develop detailed plans, procedures, arrangements, and agreements for their respective departments or agencies; train their personnel to implement those plans, procedures, arrangements and agreements; and make changes as needed. Each department or agency assigned as either lead or support to an Emergency Function (EF) should have emergency resources identified in plans and the means for obtaining those resources during an emergency or disaster.

## EOP UPDATES

Emergency planning involves a continuous and cyclic process. As such the EOP will continually undergo changes, revisions, and updates. Updates and changes to the EOP will be issued as necessary based upon; lessons learned from disasters and emergency exercises; new technology; and changes in statutory requirements. Supplements to this plan which deal with particular emergency functions or specific hazards and with regional or seasonal planning implications will be issued periodically and as necessary by OEM.

## SUMMARY

While no plan can fully prevent loss of life and destruction to property, good plans carried out by well-trained and knowledgeable personnel can and will minimize losses. City departments, allied agencies, non-governmental organizations, volunteer groups, and private organizations are encouraged to take all necessary preparedness actions to enable them to fulfill their role to the Emergency Operations Plan.

THIS PAGE INTENTIONALLY LEFT BLANK.

# PREFACE

This comprehensive Emergency Operations Plan (EOP) outlines the capabilities and resources often needed to prevent, mitigate, prepare, protect, respond, and recover from natural, technological, and human-caused hazards affecting the City of Riverside. All actions undertaken by emergency management focus on; protection of lives, property and the environment; maintenance and continuity of critical governmental operations; and ensuring a timely transition to short term and long term recovery. Emergency response activities must be undertaken according to a prescribed plan to ensure that disaster response and recovery resources are applied in the most effective manner possible. The EOP is developed with this coordination, collaboration, and cooperation in mind.

## Riverside Facts and Figures

- 80.52 square miles
- 304,351 residents
- 4.1 million metropolitan statistical area population
- County seat of Government
- Federal, State, and County Law Complex
- 4 colleges and universities
- 50,000 college students
- 8 public high schools
- 11 public middle schools
- 44 public elementary schools
- 64,000 public K-12 students
- 3 hospitals

By the very nature of a disaster, the City of Riverside recognizes that successful response and recovery depends on prepared and ready City departments, city staff, other levels of government, non-governmental organizations, businesses, and citizens. To this end, the City of Riverside Office of Emergency Management encourages education and training to prepare City emergency operations staff, other governmental organizations, non-governmental organizations, businesses, and the citizens of Riverside to be ready to respond effectively to disasters affecting our community.

The EOP is organized in parts focusing on specific areas including basic concept of operations, emergency operations center management, emergency functions, and hazard specific response plans. City departments will develop and maintain specific standard operating procedures (SOPs) in support of their lead or support role to the EOP.

The EOP consists of five individual, though interconnected plans. These individual plans are referred to as “parts”. This Base Plan (Part 1) along with Parts 2 through 5 collectively comprises the City of Riverside Emergency Operations Plan. Parts 2-5 are internal policy only documents and as such are not included as part of this Base Plan document.

THIS PAGE INTENTIONALLY LEFT BLANK.

[illegible]

THIS PAGE INTENTIONALLY LEFT BLANK.

January 2011

[illegible]



# CONCURRENCE SIGNATURES TO THE EMERGENCY OPERATIONS PLAN

\_\_\_\_\_  
City Manager

\_\_\_\_\_  
Assistant City Manager

\_\_\_\_\_  
Assistant City Manager

\_\_\_\_\_  
CFO/Treasurer

\_\_\_\_\_  
Fire Chief

\_\_\_\_\_  
Police Chief

\_\_\_\_\_  
Public Works Director

\_\_\_\_\_  
Public Utilities General Manager

\_\_\_\_\_  
Airport Director

\_\_\_\_\_  
Chief Information Officer

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
City Clerk

\_\_\_\_\_  
Community Development Director

\_\_\_\_\_  
Development Director

\_\_\_\_\_  
Finance Director

\_\_\_\_\_  
Human Resources Director

---

Library Director

---

Museum Director

---

Parks, Recreation, and Community Services  
Director

# PLAN ORGANIZATION AND ACTIVATION

## PLAN ORGANIZATION

The EOP in its entirety is organized into five distinct “Parts” in order to provide the greatest functionality and flexibility in its use by emergency organization personnel and key officials.

### **PART I      BASE PLAN**

Authorities, concept of operations, and assignment of responsibilities.

### **PART II      EOC OPERATIONS**

EOC activation procedures, organization, and functional position descriptions.

### **PART III      FUNCTIONAL ANNEXES**

Specific emergency functions warranting unique function plans, i.e. Communications, Care and Shelter, Evacuation, Transportation.

### **PART IV      HAZARD SPECIFIC INCIDENT ANNEXES**

Specific hazards warranting unique response plans, i.e. Earthquake, Terrorism, Flooding, Dam Failure, Heat Emergency.

### **PART V      SUPPORTING DOCUMENTS**

Other documents developed in direct support of the City EOP, i.e. Departmental SOPs, Check Lists, Phone Lists, Resource Lists, Department Emergency Plans, MOUs.

## PLAN ACTIVATION

The plan shall become activated:

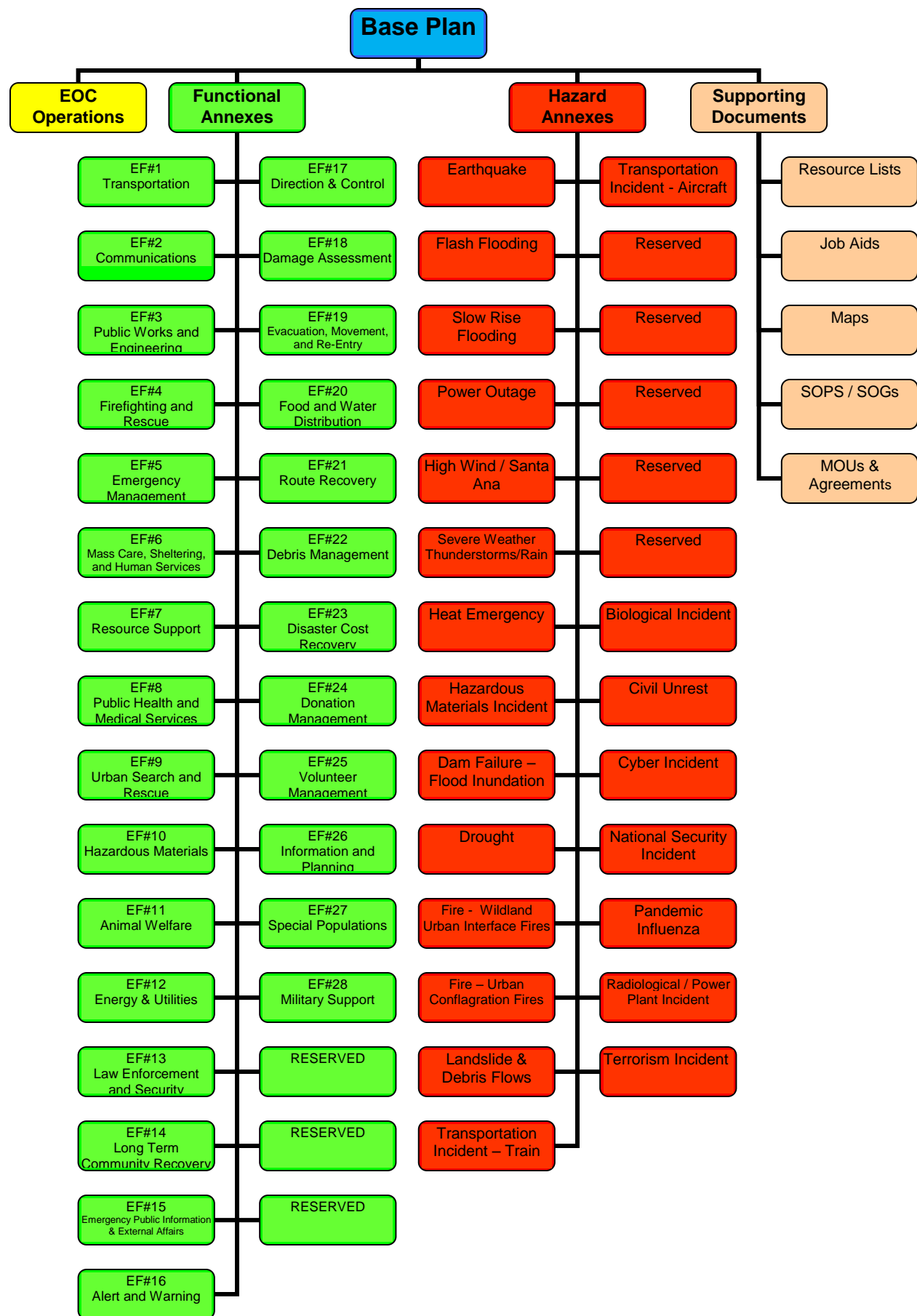
1. On order of the City Manager as Director of the Emergency Services, or Assistant City Manager as the Alternate Director of the Emergency Services; or
2. At the declaration of a local emergency or upon the existence of circumstances where a declaration is likely to occur in accordance with the City’s Emergency Management Ordinance; or
3. When the Governor has proclaimed a State of Emergency in an area including the City of Riverside; or
4. At the declaration of a State of War Emergency, as defined by the California Emergency Services Act; or
5. Upon a Triggering Event identified within Part II of the EOP.

In the event of a threatened emergency, the City of Riverside Emergency Operations Organization or any portion of it may be mobilized prior to activation of this plan, by order of the City Manager, Assistant City Manager, a First Response Department Director, or City Emergency Services Manager.

## **PREEMPTIVE RESPONSE ACTIONS**

Actions taken in advance of a potential, impending, or threatened emergency will be taken in order to prevent, mitigate, or prepare for a potential, impending, or threatened emergency. Actions may include, though not limited to; obtaining and maintaining situation and resource status information; pre-alerting response departments and organizations; developing incident specific contingency plans and staffing patterns; pre-positioning of response assets and emergency resources; establishing and maintaining communications with Department Directors, Emergency Function (EF) Coordinators, Department Operations Centers, Department Emergency Coordinators, and the City of Riverside Emergency Organization.

Preemptive response actions may be ordered by the City Manager, Assistant City Manager, a Department Director, or City Emergency Services Manager.



THIS PAGE INTENTIONALLY LEFT BLANK.

# BASE PLAN

THIS PAGE INTENTIONALLY LEFT BLANK.



## 9.1. PURPOSE AND SCOPE

### 9.1.1. PURPOSE

**Purpose:** The Riverside Emergency Operations Plan (EOP) establishes the policies and framework to effectively manage extraordinary emergencies and disasters. The EOP prescribes the phases of emergencies and disasters; Prevention, Mitigation, Preparedness, Protection, Response and Recovery. The EOP is an all-hazard, all-risk plan which provides linkage to other plans and policies. It assigns responsibilities for actions and tasks that the City of Riverside will take to provide for the safety and welfare of its citizens against the threat of natural, technological, national security emergencies, and man-made disasters. The EOP is designed to coordinate closely with the State of California Emergency Plan and the National Response Framework.

### 9.1.2. SCOPE

**Scope:** The City of Riverside Emergency Operations Plan (EOP) addresses the City of Riverside's planned response to extraordinary emergency situations and disasters associated with natural, technological, national security emergencies, and man-made incidents.

The EOP does not address normal day-to-day or more routine emergencies. Instead, the operational concepts reflected in this plan focus on potential extraordinary emergencies, large-scale disasters and catastrophic incidents which can generate unique situations requiring a unique or extraordinary response.

This Base Plan establishes the authority and identifies general concept of operations on which further plans, procedures, guidelines, arrangements, and agreements can be elaborated upon.

The structure outlined in the EOP is responsive to the full range of tasks that could accompany any extraordinary emergency or disaster affecting the City of Riverside. It is designed to focus initial response efforts on saving lives, protecting property, and meeting basic human needs in the hours and days following such an emergency or disaster. Additionally, the EOP is structured to aid in restoring emergency-affected areas to normalcy and reducing further harm or damage through the recovery and mitigation phases of a disaster.

The EOP applies to all City of Riverside departments as well as independent organizations that may be tasked to provide assistance in an extraordinary emergency situation. For purposes of the EOP, any reference to City departments and organizations with respect to their responsibilities and activities in responding to an extraordinary emergency generally means City departments, divisions, and organizational units. Additionally, non-governmental or quasi-governmental organizations such as school districts, telecommunications providers, chartered organizations, universities, and volunteer organizations may serve in a supporting role in response and recovery efforts to an extraordinary emergency or disaster.

The plan is structured so that City of Riverside departments can respond under individual department authorities and capabilities, if appropriate, or as part of a more robust city-wide effort in a disaster. The EOP takes an all-hazards approach to disaster response. This means Part I of the EOP does not address specific hazard scenarios, but rather can be applied to any extraordinary emergency situation or disaster.

According to hazard assessments, there are five major categories of hazards that may pose a threat to the City of Riverside:

- Natural Hazards – earthquakes, severe weather, extreme temperatures, wind, or flooding;
- Infrastructure and Systems Disruptions - utility and power failures, water supply failures, or critical resource shortages;
- Human-caused Events and Hazards - urban fires, civil disorder, transportation accidents, or special events;
- Technological Hazards - hazardous materials, radiological, biological, or computer-related incidents; and
- Terrorist and Criminal Act Incidents - bomb threats, sabotage, hijacking, or armed insurrection that threaten life or property. Terrorist attacks can also be conduits through which biological, nuclear, chemical, incendiary, and radiological agents can be employed.

Regardless of the threat, the EOP is structured to enhance the City of Riverside's ability to work collaboratively with state and federal response partners by working in parallel with state and federal emergency response plans, initiatives, and programs.

### 9.1.3. BASIS FOR PLANNING

**Basis for Planning:** The California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code) in Article 3, Section 8568, states: "The State Emergency Plan shall be in effect in each political subdivision of the state, and the governing body of each political subdivision shall take such action as may be necessary to carry out the provisions thereof."

United States Homeland Security Presidential Directive-5 (HSPD-5) directs the development and implementation of the National Incident Management System (NIMS). NIMS requires the development and maintenance of various planning elements at the local government level, including the Emergency Operations Plan (EOP).

The Emergency Operations Plan for the City of Riverside is established in accordance with Chapter 9.20 of the Riverside Municipal Code.

### 9.1.4. OBJECTIVES

**Objectives:** The following objectives guide the planning, as well as the conduct, of response and recovery efforts for the City of Riverside during an emergency:

1. Save lives;
2. Safeguard property, the environment, and the economy;
3. Provide a basis for direction and control of emergency operations;
4. Coordinate emergency operations with other jurisdictions and emergency service organizations;
5. Provide for the protection, use, and distribution of emergency resources;
6. Provide for the continuity of government; and
7. Repair and restore essential systems and services.

## 9.2. SITUATION AND ASSUMPTIONS

### 9.2.1. SITUATION

**Overview:** The City of Riverside is the most populous city in the Inland Empire and the 12<sup>th</sup> most populous City in California with over 304,000 residents. It is home to four internationally recognized universities and colleges which support an estimated 50,000 students. The City covers a land area of approximately 81 square miles and is home to 28 distinct and unique neighborhoods.

Riverside is home for the seat of government to the County of Riverside; three of the busiest freeways in Southern California; offices of the Governor of the State of California; United States Central District Court; United States Bankruptcy Court; Superior Court of Riverside County; Robert Presley Detention Facility; Administrative Offices of the Riverside County Sheriff; Offices of the Federal Bureau of Investigation; and the United States Marshal Service. Additionally the City is host to major transportation hubs for the Union Pacific Railroad; Metrolink Commuter Rail; a municipal airport, 3 major hospitals; numerous business corporate offices and high tech industries; 4 colleges and universities; 8 public high schools; 11 public middle schools; and 44 public elementary schools.

**City Services:** The City of Riverside operates a wide range of internally administered essential services to include: law enforcement patrol and investigative services; law enforcement special weapons and enforcement teams; explosive ordinance disposal teams; police aviation bureau; fire suppression and rescue; emergency medical services; hazardous materials response teams; urban search and rescue teams; and public safety dispatch and communications center. Additionally the City operates its own electrical and water utility services.

**Climate:** Riverside is located at the center of the Inland Empire area of Southern California and is 10 miles south-southwest of San Bernardino and 53 miles east of Los Angeles. Located on the Santa Ana River, the City is near the San Bernardino Mountains. The climate is characterized as mild and semi-arid. Summer highs frequently reach over 90° F, but evening temperatures can drop as much as 30° to 49° accompanied by cool breezes. Low humidity generally keeps hot summer days from being oppressive, however July through September may at times bring short periods of extreme heat often exceeding 105° F. The average rainfall each year is generally 10 to 12 inches, falling mostly from September through April. Elevation: 847 feet above sea level; Average Temperatures: January, 55.0° F; July, 79.0° F; annual average, 66.0° F; and Average Annual Precipitation: 10.2 inches

**Hazards:** Through the hazard mitigation planning process, 19 specific threats have been identified. These threats range from hazardous materials accidents to acts of terrorism. Other hazards include transportation emergencies, earthquakes, flooding, dam failure, and extreme weather. Earthquake is among the highest risks to the City. While no known faults traverse the City of Riverside, several faults in the region have the potential to produce seismic impacts within the City. The San Andreas Fault is at its closest point eleven miles north east of Downtown Riverside and is capable of producing up to an estimated 8.3 magnitude earthquake. The San Jacinto fault runs as close as seven miles east of Downtown and is capable of producing up to an estimated 7.0 magnitude earthquake. The Elsinore fault passes within thirteen miles of Downtown, extending approximately four miles west of Lake Mathews and south into the city of Lake Elsinore. The Elsinore fault is capable of producing up to an estimated 6.0 magnitude earthquake. The scope of this one unique hazard will likely cause cascading effects of related fire and rescue, health, hazardous materials, transportation, and other public safety issues.

**9.2.2. HAZARDS SUMMARY FOR RIVERSIDE**

| HAZARD                               | SEVERITY<br>0-4 | PROBABILITY<br>0-4 |
|--------------------------------------|-----------------|--------------------|
| EARTHQUAKE                           | 4               | 3                  |
| FLOOD                                | 2               | 3                  |
| WILDLAND FIRE                        | 2               | 3                  |
| DROUGHT                              | 1               | 2                  |
| TRANSPORTATION ACCIDENT              | 2               | 3                  |
| HAZ MAT ACCIDENTS                    | 3               | 3                  |
| BLACKOUTS                            | 2               | 4                  |
| EXTREME SUMMER / WINTER WEATHER      | 2               | 4                  |
| TERRORISM - CBRNE                    | 4               | 2                  |
| CIVIL UNREST                         | 1               | 2                  |
| PIPELINE INCIDENT                    | 2               | 3                  |
| TERRORISM - AGRICULTURAL             | 4               | 2                  |
| SEVERE WIND EVENT                    | 2               | 3                  |
| DISEASE/CONTAMINATION - AGRICULTURAL | 1               | 2                  |
| NUCLEAR ACCIDENT                     | 4               | 2                  |
| INSECT INFESTATION                   | 2               | 3                  |
| JAIL / PRISON INCIDENT               | 1               | 2                  |
| LANDSLIDE                            | 0               | 0                  |
| AQUEDUCT FAILURE                     | 0               | 0                  |

*Hazards Summary Source: Riverside Local Hazard Mitigation Plan, October 2004*

Key: 0 = lowest, 4 = highest

### 9.2.3. PLANNING ASSUMPTIONS

**Planning Assumptions:** Certain overarching planning assumptions guide the local response and recovery to disasters. These planning assumptions include the following concepts:

During an emergency or disaster, the City of Riverside will take immediate action to determine, direct, mobilize, and coordinate resource needs. Normal operations may be interrupted and resources redirected to save lives, relieve human suffering, sustain survivors, protect property, and repair essential facilities.

The City of Riverside maintains an Emergency Operations Center (EOC) from which all emergency activities will be managed.

The City of Riverside has designated emergency management staff and has identified key officials tasked with coordinating response and recovery activities from the EOC.

Certain planning assumptions are made and relied upon in the preparedness, response and recovery phases of a disaster. These assumptions should guide planning activities at the city, special district, non-governmental, and business level.

These planning assumptions include, though are not limited to:

- Responsibility for emergency preparedness rests with all levels of government;
- Warning time used effectively decreases life and property loss;
- Personnel preparedness and training is essential to effective emergency operations;
- The nature and extent of an emergency will govern which elements of the emergency organization will mobilize and respond;
- The City of Riverside will coordinate all available resources to save lives, and minimize injury to persons and damage to property;
- The City of Riverside Office of Emergency Management serves as the lead organization for prevention, mitigation, preparedness, protection, response and recovery activities of disasters;
- The City Manager, as Director of Emergency Services, will coordinate the City's disaster response in conformance with City of Riverside Municipal Code, Chapter 9.20 Emergency Management and Disasters;
- All of the resources of the City of Riverside; technical, personnel, mobile equipment, facilities, heavy equipment, and supplies, will be brought to bear in order to prevent, mitigate, prepare, protect, respond or recover from a disaster;
- Mutual-aid assistance will be requested when disaster relief requirements exceed the City of Riverside's capacity to meet them;
- Mutual-aid assistance, critical equipment, essential supplies, and technical expertise may be limited or unavailable during times of regional or national disasters.

THIS PAGE INTENTIONALLY LEFT BLANK.

## 9.3. CONCEPT OF OPERATIONS

### 9.3.1. GENERAL OVERVIEW

**General:** The Emergency Operations Plan is based on the premise that the Emergency Functions (EF) performed by the various departments and organizations during emergency operations generally parallel their normal day-to-day functions. The same personnel and material resources will be employed in both cases. Day-to-day tasks and operations that do not contribute directly to the emergency may be suspended or redirected for the duration of any emergency or disaster, and efforts that would normally be assigned to those tasks will be channeled toward emergency and disaster efforts as assigned.

### 9.3.2. PLAN IMPLEMENTATION AND ACTIVATION

**Implementation:** The City Manager serves as the Director of Emergency Services. The Director of Emergency Services has delegated to the Manager of the Office of Emergency Management (OEM) the responsibility for implementation of this plan. Implementation involves training and exercising to the plan, developing emergency policies and procedures, and carrying out other readiness activities in support of the EOP.

**Activation:** Activation involves invoking emergency policies and procedures, mobilizing and deploying emergency resources, and carrying out other response and recovery activities in support of the EOP. The EOP shall become activated:

- On order of the City Manager as Director of the Emergency Services, or Assistant City Manager as the Assistant Director of the Emergency Services; or
- At the proclamation of a local emergency or upon the existence of circumstances where a proclamation is likely to occur in accordance with the City's Emergency Management Ordinance; or
- When the Governor has proclaimed a State of Emergency in an area including the City of Riverside; or
- At the declaration of a State of War Emergency, as defined by the California Emergency Services Act; or
- Upon a Triggering Event identified within Part II of the EOP.

### 9.3.3. CA STANDARDIZED EMERGENCY MANAGEMENT SYSTEM

#### 9.3.3.1. CA SEMS OVERVIEW

**CA SEMS:** The State of California implemented the Standardized Emergency Management System (SEMS) in 1994. SEMS incorporates the Incident Command System (ICS) and Unified Command (UC) concept of operations for both field incident operations as well as Emergency Operations Center (EOC) organization. Additionally, SEMS includes the use of Master Mutual Aid and Mutual Aid Systems, Multi-Agency/Multi-Jurisdictional Coordination System principles and processes, and the Operational Area Concept which designates each County as an operational area to be utilized as an organizational level of the State emergency management system to link local government with the State. The City of Riverside will use all components of SEMS to manage emergency incidents affecting the City.

The SEMS regulations took effect in September of 1994. Local Governments must use SEMS in order to be eligible for state funding of their personnel and equipment related costs under State disaster assistance programs.

**9.3.3.2. SEMS LEVELS**

**SEMS Levels:** SEMS consists of five response levels which are activated as necessary:

- Field Response Level
- Local Government Level
- Operational Area Level
- Regional Level
- State Level

SEMS response levels are activated as needed to respond to an emergency.

**Field Response Level**

The Field Response Level consists of emergency response personnel and resources carrying out tactical decisions and activities in direct response to an incident or threat using the SEMS Incident / Unified Command System.

**Local Government Level**

The definition of local government includes cities, counties, and special districts. They manage and coordinate the overall emergency response and recovery activities within their jurisdictions. Local governments are required to use SEMS when their Emergency Operations Centers are activated or when there has been a Proclamation of Local Emergency.

**Operational Area Level**

The Operational Area is an intermediate level of SEMS, which consists of a county and all political subdivisions within the county, including special districts. The Operational Area manages and/or coordinates information, resources, and priorities among local governments within the Operational Area and serves as the communication link between the Local Government Level and the Regional Level of the State.

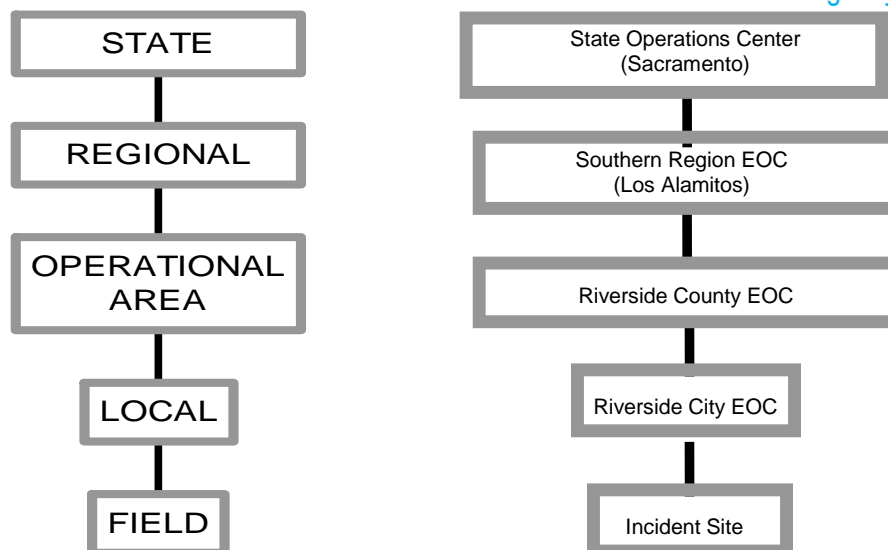
**Regional Level**

The SEMS regions are also known as mutual aid regions. There are six regions and their purpose is to provide for more effective application and coordination of mutual aid and other emergency related activities. At the Regional Level, information and resources are managed and coordinated among Operational Areas within the Region and between the Operational Areas and the State Level. In addition, coordination of state agency support for emergency response activities within the Region occurs at this level. The California Emergency Management Agency regional office at Los Alamitos serves as the Regional Level for Southern California. Riverside is located in the Southern Administrative Region and Mutual Aid Region Six.

**State Level**

At the State Level (State Operations Center in Sacramento), state resources are assigned in response to the needs of other SEMS levels and mutual aid is coordinated among the mutual aid regions and between the Regional Level and the State Level. The coordination and communication link between the state and federal disaster response systems also occurs at this level.



*SEMS Response Levels*

### 9.3.3.3. SEMS COMPONENTS

**SEMS Components:** SEMS integrates several of the emergency response components:

The key principles and elements of SEMS include:

- Incident Command System (ICS)
- Multi-Agency / Multi-Jurisdictional Coordination System (MACS)
- Master Mutual Aid Agreement and related systems (MMAA)
- Operational Area Concept

SEMS integrates several of the State's primary emergency response programs. The primary components within SEMS are:

#### I. The Incident Command System (ICS)

ICS was developed as a part of the FIRESCOPE program (Firefighting Resources of California Organized for Potential Emergencies) during the 1970's, by an inter-agency working group representing local, state and federal fire services in California. After field tests, ICS was adopted by the fire services in California as the standard all hazards response system. ICS also has been adopted nationally by the federal land management agencies as the standard for response to all wildland fires. A National generic version of ICS was developed by a multi-discipline working group. ICS has been fully implemented into the National Incident Management System (NIMS) as its base incident management system applicable at all levels of government.

#### II. Multi-Agency / Multi-Jurisdictional Coordination System (MACS)

Multi-Agency / Multi-Jurisdictional Coordination, as it applies to SEMS, means the participation of various agencies and disciplines involved at any level of the SEMS organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

The cooperative and collaborative working relationship between police, fire, public works, public utilities, and parks departments in an EOC is an example of Inter-agency Coordination as

intended in SEMS. Another example would be the collaborative operational coordination that might occur between municipal police, county sheriff, California Highway Patrol, and National Guard elements that are involved in the same response. The City of Riverside EOC is an example of a Multi-Agency, Multi-Jurisdictional Coordination (MACS) Center.

### III. The Master Mutual Aid Agreement (MMAA)

A Master Mutual Aid Agreement in California was originally signed in 1950. Under this agreement, cities, counties and the State joined together to provide for a comprehensive program of voluntarily providing services, resources and facilities to jurisdictions when local resources prove to be inadequate to cope with a given emergency situation.

Written mutual aid plans and operating procedures have been developed for several discipline specific mutual aid systems that function on a statewide basis within the Master Mutual Aid Agreement. Examples of these are fire and law enforcement. The mutual aid systems, current and planned, form essential links within SEMS.

### IV. Operational Areas (OA)

An Operational Area is one of the five organizational levels in SEMS. An Operational Area consists of a county, and all political subdivisions within the county area. The governing bodies of each county and of the political subdivisions in the county shall organize and structure their operational area. The county will be the lead agency for the Operational Area unless another arrangement is established by agreement. Operational Areas facilitate the coordination of resources between its member jurisdictions. Operational Areas also serve as a communication and coordination link between the Region and State level EOCs and local government EOCs within the Operational Area.

The County of Riverside serves as the Operational Area coordinator.

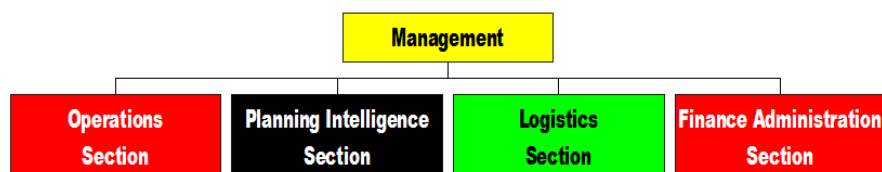
#### 9.3.3.4. SEMS FUNCTIONS

There are five primary SEMS functions that are derived from the Incident Command System (ICS). These functions are basic to all SEMS levels and must be used in the field and all EOCs.

The functions are:

- Command (field) – Management (EOC)
- Operations
- Planning/Intelligence
- Logistics
- Finance/Administration

SEMS Functional Organization Chart



#### 9.3.3.5. SEMS ADOPTION

The Riverside City Council fully supports SEMS and has adopted SEMS by City Resolution #18616 on December 13, 1994.

## 9.3.4. NATIONAL INCIDENT MANAGEMENT SYSTEM

### 9.3.4.1. NIMS OVERVIEW

**National Incident Management System (NIMS):** The Federal Government adopted the National Incident Management System (NIMS) in 2003 to manage emergency incidents and disasters from the first responder level to the highest levels of the Federal Government. It is based at least in part on SEMS and includes the use of the Incident Command System and the Unified Command Structure (ICS/UC) and is flexible and appropriate to all types of incidents. The City of Riverside will use the same flexible structure to manage all types of incidents, particularly those that require the establishment of Incident Command Posts at or near an incident site and the use of Emergency Operations Centers and Department Operations Centers.

NIMS is the result of post 9/11 Homeland Security Presidential Directive (HSPD)-5, which directed the development and adoption of a national system of managing incidents of national significance.

### 9.3.4.2. NIMS COMPONENTS

NIMS integrates several of the emergency response components:

- Command and Management
- Preparedness
- Resource Management
- Communications and Information Management
- Supporting Technologies
- Ongoing Management and Maintenance

### 9.3.4.3. NIMS ADOPTION:

The Riverside City Council fully supports NIMS and has adopted NIMS by City Resolution # 21232 on August 22, 2006.

### 9.3.5. INCIDENT COMMAND SYSTEM (ICS)

**Incident Command System (ICS):** The Incident Command System is the incident management construct of both the SEMS and NIMS.

The City of Riverside has adopted ICS and fully subscribes to the ICS principles and practices to include:

- ICS organizational structure
- Common and consistent terminology
- Unity of Command
- Span of Control
- Functional responsibilities and assignments
- Management by Objectives
- Action planning process
- Leadership and command based upon jurisdictional authority, skill sets and capabilities
- Area Command concepts
- Pre-designated incident facilities

#### 9.3.5.1. KEY ICS TERMS AND CONCEPTS

ICS is based on several management concepts that provide the foundation for effective response operations:

**Unified Command Structure** - All involved agencies contribute to the process of developing overall incident objectives, selecting strategies, joint planning of tactical activities, and integration of tactical operations.

**Common Terminology** - Common titles are established and used for all organizational functions, resources, and facilities, allowing different organizations or departments to communicate using common terminology and operating procedures.

**Modular Organization** - The emergency response structure can be established, expanded, and contracted depending on the type and size of the incident.

**Integrated Communications** - All communications at the scene are managed through a common plan and a communications center is established for use of tactical and support resources assigned to the response.

**Consolidated Action Plans** - All participating organizations or departments are involved in development of overall incident objectives, selection of strategies, planning and performance of tactical activities.

**Manageable Span of Control** - The responsibility of each individual supervisor is limited. The span of control typically ranges from three to seven people, depending on the type of incident, the nature of the response, and the size of the incident .

**Comprehensive Resource Management** - This maximizes resource use, consolidates control of large numbers of single resources, and reduces the communication load.

### 9.3.5.2. ICS ORGANIZATION

The resulting ICS organizational structure consists of five major pre-designated functions:

**Command** - Responsible for directing response activities, including:

- Developing strategies
- Managing resources
- Planning of overall operations

**Operations** - Responsible for the coordinated tactical response of the incident resources and accomplishment of incident specific objectives.

**Planning/Intelligence** - Responsible for:

- Ongoing situation assessment
- Collection, evaluation, dissemination, and use of information on the incident
- Development of incident intelligence information to assist in development of contingency plans (including status of response efforts and resources)

**Logistics** - Responsible for provision of facilities, services, and materials, including transportation and fuel, shelter, personal hygiene, food, potable water, tools, medical attention and supplies, communications, and relief personnel.

**Finance/Administration** - Responsible for tracking all incident costs and evaluating the financial considerations of the incident.

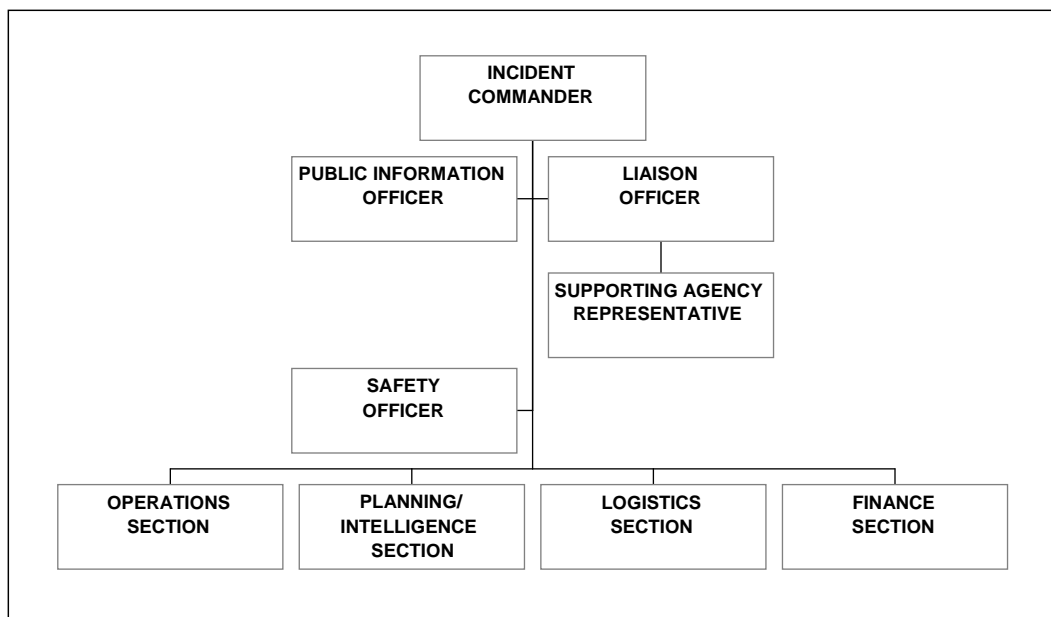


Figure above presents a sample ICS Command structure as recommended by the California Emergency Management Agency.

### 9.3.5.3. ESTABLISHING COMMAND

*Command will always be the first function established.* This function is assumed by the Incident Commander.

**Incident Commander:** The individual responsible for the command of all functions at the field response level.

**ICS Command:** The command function within ICS may be conducted in two general ways.

1. **Single Command** may be applied when there is no overlap of jurisdictional boundaries or when a single Incident Commander is designated by the agency with overall management responsibility for the incident.
2. **Unified Command** may be applied when more than one jurisdiction, agency, or department shares management responsibility.

Unified Command is also used when the incident is multi-jurisdictional in nature, or when more than one individual designated by his or her jurisdiction or agency shares overall management responsibility.

### 9.3.5.4. ICS STRUCTURE

Any or all of the other five ICS functions may be handled by the Incident Commander and his or her Command Staff until the need arises to activate the personnel assigned to those functions. The ICS organizational structure develops in a modular fashion based upon the type and size of the incident. The organization's staff builds from the top down, expanding through the following organizational levels:

**Section:** ICS organizational level having functional responsibility for primary segments of incident operations, including: Operations, Planning/Intelligence, Logistics, and Finance/Administration.

**Branch:** ICS organizational level having functional responsibility for major segments of incident operation. The Branch level is organizationally situated between Section and Groups in Operations and Section and Units in Logistics. A Branch may have the responsibility of a *geographical* assignment on an incident or a *functional* assignment on an incident.

**Division:** ICS organizational level responsible for operations within a defined geographic area or with functional responsibility. The Division level is organizationally situated below the Branch.

**Group:** Established to divide the incident into functional areas of operations. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division.

**Unit:** ICS organizational level having functional responsibility. Units are commonly used in incident Planning, Logistics, or Finance/Administration sections and can be used in operations for some applications. Units are also found in EOC organizations.

### 9.3.6. CONTRAST BETWEEN INCIDENTS, EMERGENCIES AND DISASTERS

These terms are often used somewhat interchangeably and in some cases are used to both define a situation and to describe a level of response to a situation.

#### **Incident**

An incident is an occurrence or event, either human-caused or caused by natural phenomena, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property and/or natural resources. Incidents may result in extreme peril to the safety of persons and property and may lead to, or create conditions of disaster. Incidents may also be rapidly mitigated without loss or damage. Larger incidents, while not yet meeting disaster level definition, may call for local governments to proclaim a Local Emergency. Incidents call for a field on-scene response of an Incident Commander and tactical and support resources organized within an Incident Command System structure.

Examples of incidents are wide-ranging:

- Protest or demonstration
- Sink hole in street
- Structure fire
- Multi-casualty accident
- Downed utility lines
- Hazardous materials release

#### **Emergency**

The term emergency is used in three ways:

1. A condition that may result in extreme peril to the safety of persons and damage to property. In this context, an emergency and an incident could mean the same thing, although an emergency has a broader meaning and could have several incidents associated with it. Emergencies tend to define complex incidents with management complexities and an extreme threat to life and property.
2. Emergency is also used in SEMS to describe agencies or facilities e.g., Emergency Response Agency, Emergency Operations Center, etc.
3. Emergency is also used to define a conditional state such as proclamation of "Local Emergency". The California Emergency Services Act describes three states of Emergency:
  - State of War Emergency
  - State of Emergency
  - Local Emergency

Examples of emergencies include:

- River flooding
- Earthquake
- Major wildland-urban interface fire

For purposes of this plan an emergency is referred to incidents which require more than one city department or discipline and require substantial city resources to mitigate the incident.

**Disaster**

A disaster is a calamitous emergency event bringing great damage, loss, or destruction. Disasters may occur with little or no advance warning, i.e., an earthquake or a flash flood, or they may develop from one or more incidents i.e., a major brush fire. Long term recovery issues are often associated with disasters.

For purposes of this plan, a disaster is referred to emergencies which require wide application of substantial city resources and have major short and long term recovery activities associated with the emergency.

Examples of disasters include:

- River flooding with major property and infrastructure damage
- Earthquake with loss of life and/or major property and infrastructure damage
- Major wildland-urban interface fire with destruction of significant numbers of homes or businesses

Some of the usual distinguishing characteristics of incidents and disasters are listed below:

**CHARACTERISTICS OF INCIDENTS AND DISASTERS:**

| <b><u>Incidents</u></b>  | <b><u>Disasters</u></b>  |
|--|--|
| <ul style="list-style-type: none"> <li>• Usually a single event – may be small or large.</li> <li>• Has a defined geographical area.</li> <li>• Will use local resources and mutual aid may be applied.</li> <li>• Usually only one or a few agencies involved.</li> <li>• Ordinary threat to life and/or property – limited population and geographic area.</li> <li>• Usually a Local Emergency will not be declared and jurisdictional EOC will not be activated for a single or multiple small incidents.</li> <li>• Usually a fairly short duration measured in hours or a few days.</li> <li>• Primary command decisions are made at the scene Incident Command Post(s).</li> <li>• Strategy, tactics and resource assignments are determined on scene.</li> </ul> | <ul style="list-style-type: none"> <li>• Single or multiple events (can have many separate incidents associated with it).</li> <li>• Resource demand is beyond local capabilities and extensive mutual aid and support needed.</li> <li>• Many agencies and jurisdictions involved (multiple layers of government).</li> <li>• Extra ordinary threat to live and/or property.</li> <li>• Generally a widespread population and geographic area affected</li> <li>• Will last over a substantial period of time (days to weeks) and local government will proclaim a Local Emergency.</li> <li>• Emergency Operations Centers are activated to provide centralized overall coordination of jurisdiction assets, information, department and incident support functions, and initial recovery operations.</li> </ul> |



## 9.3.7. MANAGEMENT OF DISASTERS

### MANAGEMENT PROBLEMS DURING A DISASTER

The following problems are often seen at all EOC levels:

- Activation usually takes place after the fact resulting in a “catch up” process.
- Lack of good and complete information at the beginning.
- Possible loss or degraded communications capability.
- Possible loss or late arrival of key or trained staff.
- Often a shortfall of resources available to meet demands.
- Lack of inter-agency coordination.

Following established plans and procedures as well as remaining focused on emergency management goals will avoid or minimize these potential problems.

### COMMON GOALS OF EMERGENCY MANAGEMENT

Disaster and emergency responders share a number of common goals, including the desire to protect life, environment and property. Identifiable goals include:

- Save lives
- Care for casualties
- Limit further casualties
- Limit further damage to property, infrastructure and environment
- Reassure and care for the public
- Restore area to normal as soon as possible.

#### 9.3.7.1. ROLE OF FIELD LEVEL RESPONSE AND EOCs IN EMERGENCY MANAGEMENT

##### FIELD LEVEL COMMAND:

A key concept in all emergency planning is to establish command and tactical control at the lowest level that can perform that role effectively in the organization. In the Incident Command System (ICS), The Incident Commander, with appropriate policy direction and authority from the responding agency, sets the objectives to be accomplished, and approves the strategy and tactics to be used within the realm of available resources to meet those objectives.

The Incident Commander must respond to higher authority. Depending upon the incident's size and scope, that higher authority could be the next ranking level in the organization up to the agency or department executive. This relationship provides an operational link with policy executives who customarily reside in the Department Operations Center (DOC) or Emergency Operations Center (EOC), when activated. Similarly, department executives also report to a higher authority. That authority may rest in city or county administrative offices, with mayors, city councils, or county Boards of Supervisors.

As a rule, EOCs do not directly manage or “command” incidents. This would imply setting incident objectives, determining strategy and tactics and assigning and supervising tactical resources. Within the SEMS organizational structure, this is the role of the on-scene incident commanders using the component elements of the Incident Command System.

Field Incident Commanders requests for additional resources, or a request to deviate from agency policy, will be directed to a higher authority within the discipline which has primary

incident responsibility. This communication may be to the DOC or to the appropriate departmental authority within the EOC depending upon how the jurisdiction is set up.

**EOC COORDINATION:**

The EOC has a role in all phases of emergency management:

In the pre-emergency period, the EOC is developed and prepared for any contingency. It is used for orientations and for training and exercising. It is constantly monitoring and gathering information on potential incidents and emergencies that could affect the jurisdiction. It is constantly testing and evaluating systems, equipment, and tools.

In the emergency response phase, EOCs along with DOCs serve as the central point for jurisdictional or agency coordination and overall management of the emergency.

The primary Incident Command Post (ICP) to Emergency Operations Center interface will be Incident Commander to EOC Manager. As the incident expands into sustained operations the interface may occur between like sections and units in the field to like sections and units in the EOC. This coordination is critical to the exchange of real time situation status information and for the deployment and management of emergency resources.

In the post emergency or recovery phase, the EOC structure and organization can be used to facilitate and direct the recovery operation.

Primarily communication between DOCs, ICPs, and field units will be through traditional voice and data systems. Once activated, the EOC will utilize the EOC Information Management System to communicate situation status and resource status information to DOCs, ICP and field units. In certain situations the EOC may deploy an EOC Liaison to the ICP to further facilitate ICP to EOC interface.

Primary communication between the City of Riverside EOC and the Riverside County Operational Area EOC will be through traditional voice and data systems. Once activated, the EOC will use the Response Information Management System (RIMS) to communicate situation status and resource status information with the Operational Area.

### 9.3.8. EMERGENCY MANAGEMENT PROCESS

The effectiveness of the EOC during an emergency will, to a large extent, be determined by how well the process of management is achieved. There are several sequential steps involved in the EOC management process.

Together, these steps create an effective and efficient EOC operation.

- Planning
- Organizing
- Leading (coordinating/communicating)
- Evaluating
- Improving

**Planning** is taking the actions in advance that are required to ensure an effective operation. These actions can include both mitigation and preparedness measures described earlier. In EOCs, planning also comes in the form of EOC Action Plans that address specific and measurable objectives and assignments during specific periods.

**Organizing** is ensuring that there is adequate trained staff, that an overall organization structure is in place that operates with an effective span of control, that assignments and responsibilities are known and understood, and with appropriate procedures and systems to make the organization function effectively.

**Leading** (coordinating/communicating) is a process of guiding and supervising the efforts of the management team and support staff. It involves providing proper motivation, lines and systems of communication, leadership and delegation of authority. In EOC management using the SEMS principal functions, authority for specific activities is delegated in the organization.

This accomplishes several objectives:

- Uses other peoples' knowledge, talents and skills
- Completes tasks without unnecessary delay
- Enhances training and personnel development
- Provides a more meaningful work environment.

**Evaluating** – EOC Action Plans provide the primary vehicle for addressing overall EOC performance effectiveness. Action Plans lay out objectives to be achieved, and provide all personnel with knowledge about:

- What is to be done (objectives)
- Priorities to accomplish objectives
- Tasks necessary for each objective
- Assignments to complete tasks

At the conclusion of each operational period, an assessment can be made of performance effectiveness, and changes can then be made as necessary. This method of evaluation is a dynamic process that takes place continuously over the life cycle of the EOC activation.

**Improving** – An essential last step in the management process is the implementation of needed changes or fixes to make operations more effective. Some of these can be made on the spot as a result of the evaluation of EOC Action Plans. Others may have to wait and become part of a longer range EOC improvement program.

In SEMS, the After Action Report/Corrective Action Report for the emergency provides the basis for ensuring that improvements will be implemented. The After Action Report/Corrective Action Report should review actions taken, evaluate the application of SEMS and NIMS, include modifications to plans and procedures, and identify training needs.

**Lessons Learned** from past emergencies often form the basis for future emergency operations.

Lessons learned from experiences in EOC operations have historically included:

- Activate as early as possible
- Staff initially to a high enough level
- Delegate authority for SEMS functions to primary staff
- Assume and plan for some degradation in personnel or systems
- Closely monitor operating effectiveness
- Make changes when necessary

### **Keys For Effective Emergency Management**

Five key factors have been identified that are necessary for effective emergency and disaster management:

1. Disaster plan in place and ready to be implemented.
2. Good Standard Operating Procedures (SOPs) in place, with adequate checklists.
3. Adequate training and exercises.
4. Use of the Standard Emergency Management System (SEMS) and National Incident Management System (NIMS).
5. An effective and up to date Emergency Operations Center (EOC).

### 9.3.9. EMERGENCY OPERATING CONDITION LEVELS (OPCON)

#### 9.3.9.1. EMERGENCY OPERATING CONDITIONS OVERVIEW

**Operating Condition Levels (OPCON)** have been established to provide a general indicator of the level of seriousness of an incident, impending incident, current or anticipated emergency conditions. OPCON Levels and related guidance for Lead and Support departments will be used to guide readiness and response actions necessary to handle actual or impending emergency situations. Detailed OPCON Guidance is provided as a Part II internally controlled document. OPCON levels do not necessarily reflect EOC activation levels which are covered in Part II.

| OPCON LEVELS |   |
|--------------|---|
| <u>LEVEL</u> | <u>DESCRIPTION</u>                      |
| <b>I</b>     | <b>Normal Operations</b>                |
| <b>II</b>    | <b>Increased Readiness</b>              |
| <b>III</b>   | <b>Emergency Operations</b>             |
| <b>IV</b>    | <b>Disaster Operations</b>              |
| <b>V</b>     | <b>Catastrophic Incident Operations</b> |

*City Emergency Operating Condition Levels*

#### 9.3.9.2. EMERGENCY OPERATING CONDITION LEVELS

##### **LEVEL I – Normal Operating Condition GREEN ▲**

Normal operations are underway. Lead and Support departments and agencies are conducting planning, training, and exercise activities in support of their role in the EOP.

Office of Emergency Management (OEM) is staffed and operating per normal business operations.

Lead and Support departments and agencies should be leaning toward and preparing for the next highest level of operating condition.

##### **LEVEL II – Increased Readiness Operating Condition BLUE ▲**

Events or conditions involving an actual or potential threat to the safety of people, critical infrastructure, key resources, or property in a threatened area(s) are underway.

Lead and Support departments and agencies are responding to emergency events or taking appropriate increased readiness activities in advance of an impending or potential emergency event. The EOC Situation Unit and/or Resource Unit may be activated and operational with minimum staffing. The EOC or DOCs (Department Operations Centers) may be activated with selected Emergency Functions (EFs) activated by functional branch.

Lead and Support departments and agencies should be leaning toward and preparing for the next highest level of operating condition.

**LEVEL III – Emergency Operating Condition YELLOW ▲**

Events are in progress or have occurred which involve an imminent or actual major impact on the safety of people, critical infrastructure, key resources, or property in the impacted area (s). The Emergency Operations Center (EOC) is activated and staffed by Office of Emergency Management (OEM) personnel and other tasked departments and agencies. Department Operations Centers (DOCs) are activated as required. Lead and Support departments and agencies will take all appropriate response actions to include curtailment of non-essential operations and implementation of special staffing patterns. This status will be maintained until conditions escalate or de-escalate.

Lead and Support departments and agencies should be leaning toward and preparing for the next highest level of operating condition.

**LEVEL IV – Disaster Operating Condition ORANGE ▲**

Events are in progress or have occurred which continue previously declared action levels and require extraordinary response activities. The EOC is fully activated. All tasked departments, cooperating agencies, non-governmental organizations, and volunteer agencies report to the EOC as requested for 24-hour operations. Lead and support departments and agencies will curtail non-essential operations and implement special staffing patterns. Support departments will make available all resources necessary to support Lead departments. This status will be maintained until the threat is over and the emergency is terminated. As imminent danger is reduced, operations will be initiated for the return of the impacted area(s) to pre-disaster status. All departments should be prepared to implement their Continuity of Government – Continuity of Operations Plans.

Lead and Support departments and agencies should be leaning toward and preparing for long term recovery operations.

**LEVEL V – Catastrophic Operating Condition RED ▲**

Events are in progress or have occurred which cause a full and immediate response by all City departments and response organizations. The nature of a catastrophic event will cause a full or near full disruption of City services and operations. Continuity of Government – Continuity of Operations Plans will be fully implemented. Disruption or loss of customary means of emergency communication systems will cause departments and response organizations to operate under communication failure protocols and procedures. Communication failure protocols include initiating pre-determined response activities directed at force protection, saving lives, and continuity of critical government functions. The EOC is fully activated and extensive regional and national mutual aid resources will be required to fully respond and recover from the event(s).

All City staff will report to pre-identified disaster assignments and all departments will be involved in disaster response and recovery activities. Long term and extensive community recovery will be required.

### 9.3.10. EMERGENCY SITUATION TERMINOLOGY

**Emergency Situation Terminology:** For the purpose of incident management, the City will use the same emergency situation terminology used by federal agencies.

#### 9.3.10.1. NATIONAL WEATHER SERVICE WEATHER WARNING SYSTEM

**Weather** (National Weather Service)

- (1) Advisory
- (2) Watch
- (3) Warning

##### Definitions

**Advisory** - Often a preempt to a watch or warning within a designated advisory area.

An **advisory** is issued when serious conditions exist that cause significant inconvenience. It may lead to a watch or warning.

**Watch** - Severe weather is possible within a designated watch area.

*A **watch** is issued well in advance when conditions are favorable for a weather event to occur that can threaten life and/or property in the watch area.*

**Warning** - Severe weather has been reported or is imminent within a designated warning area.

A **warning** is issued when a weather event that can threaten life and/or property is imminent or already occurring in the warned area. Emergency Alert System (EAS) is activated for short fused warnings, such as a Severe Thunderstorm Warning.

#### 9.3.10.2. DEPARTMENT OF ENERGY NUCLEAR WARNING SYSTEM

**Fixed Nuclear Facility** (Department of Energy)

- (1) Unusual event
- (2) Alert
- (3) Site area emergency
- (4) General emergency

Nuclear power plant emergencies are classified into one of four classifications described below. At each level, the nuclear power plant would notify local, state and federal officials. These officials would take action as outlined in their emergency plans. Riverside City is in the 50-mile Emergency Planning Zone (EPZ) of the San Onofre Nuclear Generating Station (SONGS) located in Oceanside.

**Unusual Event** is an event which is in process or has occurred and indicates a potential degradation of the level of safety of the plant or indicates a security threat to facility protection. No releases of radioactive material requiring offsite response or monitoring are expected unless further degradation of safety systems occurs.

The **Alert** classification is characterized by an event that is in process or has occurred which involves an actual or potential substantial degradation of the level of safety of the plant or a



security event that involves probable life threatening risk to site personnel or damage to site equipment because of intentional malicious dedicated efforts of a hostile act. Any releases are expected to be limited to small fractions of the Environmental Protection Agency (EPA) Protective Action Guideline exposure levels.

A **Site Area Emergency** is characterized by an event that is in process or has occurred which involves actual or likely major failures of plant functions needed for protection of the public or a security event that results in intentional damage or malicious act; (1) toward site personnel or equipment that could lead to the likely failure of or; (2) that prevents effective access to equipment needed for the protection of the public. Any releases are not expected to result in exposure levels which exceed EPA Protective Action Guideline exposure levels beyond the site boundary.

A **General Emergency** classification is characterized by an event that is in process or has occurred which involves actual or imminent substantial core degradation or melting with potential for loss of containment integrity or a security event that results in an actual loss of physical control of the facility. Releases can be reasonably expected to exceed EPA Protective Action Guideline exposure levels offsite for more than the immediate site area.

### 9.3.10.3. DEPARTMENT OF HOMELAND SECURITY ADVISORY SYSTEM

**Homeland Security Threat Advisories** contain actionable information about an incident involving, or a threat targeting, critical national networks or infrastructures or key assets.

They could, for example, relay newly developed procedures that, when implemented, would significantly improve security or protection. They could also suggest a change in readiness posture, protective actions, or response. This category includes products formerly named alerts, advisories, and sector notifications. Advisories are targeted to Federal, State, and Local governments, private sector organizations, and international partners.

**Homeland Security Information Bulletins** communicate information of interest to the nation's critical infrastructures that do not meet the timeliness, specificity, or significance thresholds of warning messages. Such information may include statistical reports, periodic summaries, incident response or reporting guidelines, common vulnerabilities and patches, and configuration standards or tools. It also may include preliminary requests for information. Bulletins are targeted to Federal, state, and local governments, private sector organizations, and international partners.

**Color-coded Threat Level System** is used to communicate with public safety officials and the public at-large through a threat-based, color-coded system so that protective measures can be implemented to reduce the likelihood or impact of an attack. Raising the threat condition has economic, physical, and psychological effects on the nation; so, the Homeland Security Advisory System can place specific geographic regions or industry sectors on a higher alert status than other regions or industries, based on specific threat information.

#### Homeland Security Advisory System

- (1) Green – Low Risk
- (2) Blue – Guarded Risk
- (3) Yellow – Elevated Risk
- (4) Orange – High Risk
- (5) Red – Severe Risk



The Homeland Security Advisory System is designed to guide protective measures when specific information to a particular sector or geographic region is received. It combines threat information with vulnerability assessments and provides communications to public safety officials and the public.

### **ACTIONS TO THREAT CONDITIONS**

The following Threat Conditions each represent an increasing risk of terrorist attacks. Beneath each Threat Condition are suggested protective measures that City of Riverside departments and other agencies may utilize as they develop and implement department or agency-specific protective measures:

#### **Low Condition (Green)**

This condition is declared when there is a low risk of terrorist attacks. City departments, cooperating agencies, non-governmental organizations, and private industry should consider the following general measures in addition to the organization-specific Protective Measures they develop and implement:

- Refining and exercising as appropriate preplanned Protective Measures;
- Ensuring personnel receive proper training on the Homeland Security Advisory System and specific preplanned department or agency Protective Measures; and
- Institutionalizing a process to assure that all facilities and regulated sectors are regularly assessed for vulnerabilities to terrorist attacks, and all reasonable measures are taken to mitigate these vulnerabilities.

#### **Guarded Condition (Blue)**

This condition is declared when there is a general risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Condition, City departments, cooperating agencies, non-governmental organizations, and private industry should consider the following general measures in addition to the organization-specific Protective Measures that they will develop and implement:

- Checking communications with designated emergency response or command locations;
- Reviewing and updating emergency response procedures; and
- Providing the public with any information that would strengthen its ability to act appropriately.

#### **Elevated Condition (Yellow)**

An Elevated Condition is declared when there is a significant risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Conditions, City departments, cooperating agencies, non-governmental organizations, and private industry should consider the following general measures in addition to the Protective Measures that they will develop and implement:

- Increasing surveillance of critical locations;
- Coordinating emergency plans as appropriate with nearby jurisdictions;
- Assessing whether the precise characteristics of the threat require the further refinement of preplanned Protective Measures; and
- Implementing, as appropriate, contingency and emergency response plans.

**High Condition (Orange)**

A High Condition is declared when there is a high risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Conditions, City departments, cooperating agencies, non-governmental organizations, and private industry should consider the following general measures in addition to the agency-specific Protective Measures that they will develop and implement:

- Coordinating necessary security efforts with Federal, State, and Local law enforcement agencies or any National Guard or other appropriate armed forces organizations;
- Taking additional precautions at public events and possibly considering alternative venues or even cancellation;
- Preparing to execute contingency procedures, such as moving to an alternate site or dispersing their workforce; and
- Restricting threatened facility access to essential personnel only.

**Severe Condition (Red)**

A Severe Condition reflects a severe risk of terrorist attacks. Under most circumstances, the Protective Measures for a Severe Condition are not intended to be sustained for substantial periods of time. In addition to the Protective Measures in the previous Threat Conditions, departments and agencies also should consider the following general measures in addition to the organization-specific Protective Measures that they will develop and implement:

- Increasing or redirecting personnel to address critical emergency needs;
- Assigning emergency response personnel and pre-positioning and mobilizing specially trained teams or resources;
- Monitoring, redirecting, or constraining transportation systems; and
- Closing public and government facilities.

### 9.3.11. PHASES OF EMERGENCY MANAGEMENT

**Phases of Emergency Management:** Since the Emergency Operations Plan (EOP) is concerned with the many hazards and risks to which the City OF Riverside and its citizens may be exposed before, during and after an emergency or disaster occurs, emergency management authorities operate in accordance with six (6) phases of emergency management prescribed by the federal government:

**Prevention** – Preventive actions are taken to avoid an incident or to intervene to stop an incident from occurring. Such actions are primarily applicable to terrorist incidents though also apply to certain avoidable natural occurring events. They may include the application of intelligence and other information to a range of activities that may include deterrence, heightened security for potential targets, investigations to determine the nature and source of the threat, public health and agricultural surveillance and testing, and public safety law enforcement operations aimed at preempting, interdicting or disrupting illegal activities and apprehending perpetrators.

**Mitigation** – Actions may be taken to eliminate or reduce the impact of a disaster. Such measures include zoning and land-use measures, formulating and enforcing building codes that recognize the hazards faced by a community, public education about hazards and protective measures, hazard and vulnerability analysis and preventative health care.

**Preparedness** – Actions may be taken in advance of an emergency or disaster to develop operational capabilities and help communities respond to and recover from a disaster. Such measures include; the construction and equipping of EOC's with warning and communications systems; recruitment, and training of emergency management personnel; development of plans, procedures, arrangements, and agreements; and exercises of personnel, equipment, and systems.

**Protection** – Actions taken immediately prior to or upon the impact of an emergency incident or hazard directed at the protection of lives, property, environment, and the economy. Protective actions may include; alert and warning; flood fighting, evacuation and shelter in place; and crisis resolution activities.

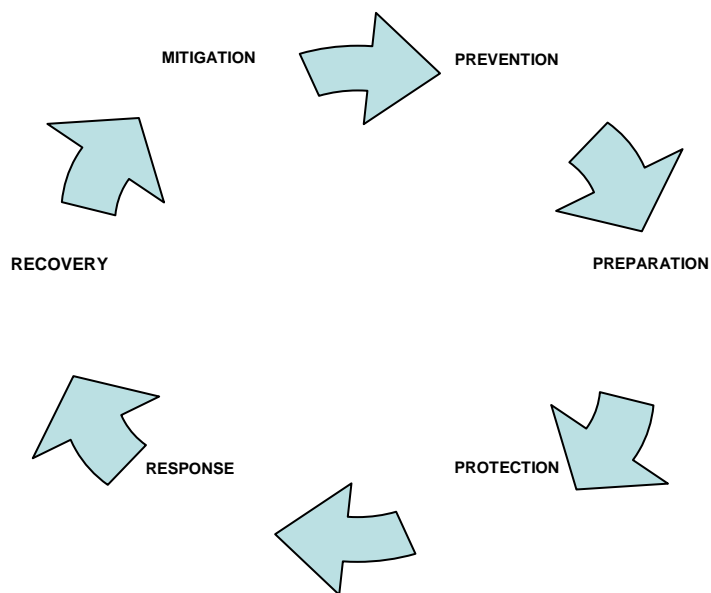
**Response** – Response actions are taken immediately before, during, or after an emergency or disaster to save lives, minimize damages and enhance recovery operations. Such measures include; activation of emergency operations centers, plans and procedures, arrangements and agreements, the emergency alert system, and public warning; notification of public officials; provision of mass care and shelter; search and rescue; firefighting; emergency medical care; and public safety and security.

Initial response actions are directed at immediate life saving, property protection, environmental preservation, and continuity of operations activities.

Sustained response actions are directed at continued response capabilities past the first operational period or beyond the first 24 hours.

**Recovery** – Recovery actions are taken over the short-term to return vital life-support systems to minimum standards, and long-term to return life to normal or improved levels. Such measures include; damage assessment; restoration of essential services; supplemental assistance to individuals and public entities; assessment of plans, procedures, arrangements, and agreements; and the development of economic impact studies and methods to mitigate damages.

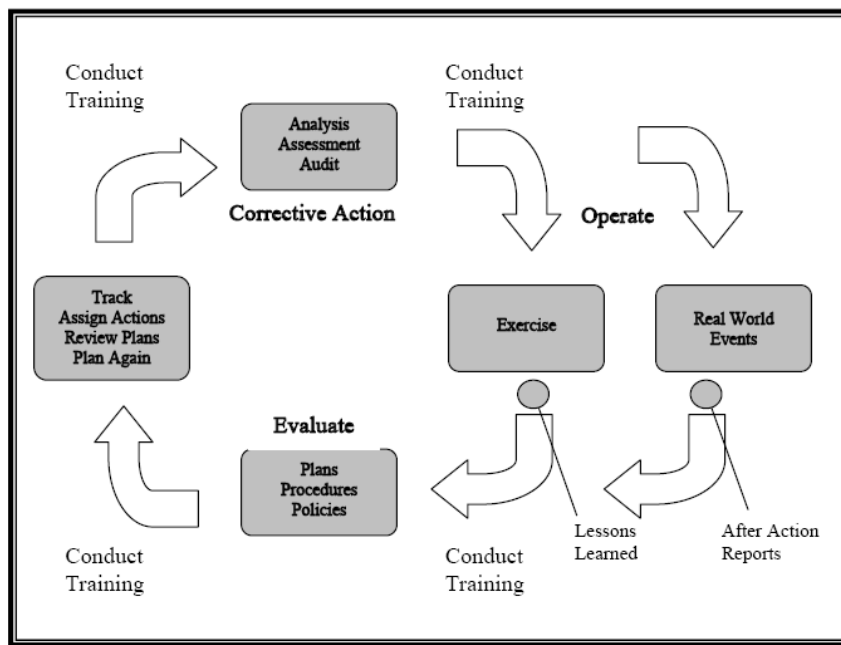
## **EMERGENCY & DISASTER MANAGEMENT PHASES**



*Emergency & Disaster Management Phases*

## **PREPAREDNESS CYCLE**

The Emergency Operations Plan (EOP) is maintained, reviewed, and updated following a prescribe preparedness cycle that includes four steps: Plan, Operate, Evaluate, and Corrective Action. These steps guide OEM and departments in updating and maintaining the EOP.



*Emergency Management Preparedness Cycle*

## 9.3.12. PUBLIC INFORMATION

### 9.3.12.1. PUBLIC OUTREACH PROGRAMS

Pre-Incident Public Information is focused on preparedness and readiness activities. Each of the four First Response Departments (Fire, Police, Public Works, Public Utilities) carries out a public education program to educate the general public on preventative measures and safe actions to take with respect to their particular areas of public safety responsibilities.

The Riverside Fire Department – Office of Emergency Management carries out the following two public education programs:

1. Pre-Event general education – *Ready Riverside* is a public awareness/public education program on disaster preparedness.
2. Pre-Event emergency response training – *Community Emergency Response Team training (CERT)* is a citizen disaster response training program which includes hands-on rescue and disaster response training.

Information on both programs is found at <http://www.readyriverside.com>

### 9.3.12.2. EMERGENCY PUBLIC INFORMATION

Event or post-event Emergency Public Information (EPI) is focused on providing the affected population information on what has happened, the actions that emergency response organizations are taking, and to summarize the expected outcomes of the emergency actions. Particular attention is given to providing the public with information on what actions they should take and what cautions they should observe with respect to the emergency.

For general city emergencies not necessitating EOC activation this information will generally be coordinated from a department Public Information Officer (PIO) or incident PIO.

For City emergencies with EOC activation this information will be coordinated from the Joint Information Center (JIC) located within the EOC.

### 9.3.13. SPECIAL NEEDS POPULATIONS

#### 9.3.13.1. ACCESS AND FUNCTIONAL NEEDS POPULATIONS

According to the U.S. Census of 2000 there are 42,835 people who identify as having a disability in Riverside. The number of individuals with disabilities will likely increase as the overall population of the city grows. The city's population of older adults is also growing. According to the U.S. Census of 2000 there are 23,054 people 65 years and older in the City of Riverside.

Populations with access and functional needs include those members of the community that may have additional needs before, during, and after an incident in functional areas, including but not limited to maintaining, independence, communication, transportation, supervision, and medical care.

Individuals in need of additional response assistance may include those who:

- Have disabilities;
- Live in institutionalized settings;
- Are elderly;
- Are children;
- Are from diverse cultures;
- Have limited English proficiency or are non-English speaking; and
- Are transportation disadvantaged.

Lessons learned from recent emergencies concerning people with disabilities and older adults have shown that the existing paradigm of emergency planning, implementation and response must change to meet the needs of these groups during an emergency. These lessons show four areas that are repeatedly identified as most important to people with disabilities and older adults:

**Communications and Public Information** - Emergency notification systems must be accessible to ensure effective communication for people who are deaf/hard of hearing, blind/low vision, or deaf/blind.

**Evacuation and Transportation** - Evacuation planning must incorporate disability and older adult transportation providers for identification and movement of people with mobility impairments and those with transportation disadvantages.

**Sheltering** - Care and shelter planning must address the access and functional needs of people with disabilities and older adults to allow for sheltering in general population shelters.

**Americans with Disabilities Act** - When shelter facilities are activated, the City of Riverside will work with emergency officials to ensure they accommodate the provisions of the Americans with Disabilities Act (ADA).

#### EOP PROVISIONS

The various parts of the Emergency Operations (EOP) have provisions to insure that emergency notification systems, evacuation and transportation procedures and sheltering operations allow for the accommodation of persons with access and functional needs. Additional considerations are found in Part III and Part IV of the EOP.

**CONSULTATION WITH OUTSIDE ORGANIZATIONS**

Riverside Office of Emergency Management (OEM) has solicited and receives technical assistance from several organizations in efforts to accommodate the unique planning and response needs for persons with access and functional needs. These organizations include, though are not limited to:

- American Red Cross
- California Department of Developmental Services
- Community Access Center
- Mayor's Commission on Disabilities
- Riverside County Office on Aging

**9.3.13.2. AT-RISK POPULATIONS**

Another perspective is to consider the needs of people who are not in contact with traditional emergency service providers. These people may feel they cannot comfortably or safely access and use the standard resources offered in preparedness, response and recovery. These include, but are not limited to individuals who are:

- Homeless;
- Without radio or television to know they need to take action;
- Without access to telephones;
- Visiting or temporarily residing in an impacted area;
- Not familiar with available emergency response and recovery resources;
- Geographically or culturally isolated.

The Riverside Emergency Operations Plan (EOP), Parts I-IV collectively, includes provision in its guidelines and procedures that address the specific needs of these individuals during response and recovery.

## 9.3.14. RECOVERY OPERATIONS

### 9.3.14.1. RECOVERY OVERVIEW

**Recovery Overview:** The recovery phase of an emergency or disaster is often defined as restoring a community to its pre-disaster condition. More realistically, recovery is the process of re-establishing a state of normalcy in the affected neighborhood or community. The specific approach to recovery operations following a disaster will be determined by the location, type, magnitude and effects of the incident.

**Transition to Recovery:** While the immediate lifesaving activities are occurring, emergency managers are simultaneously assessing how soon the response phase can transition to recovery. Critical response phase operations will gradually shift to assisting individuals, households, businesses and non-governmental organizations in meeting basic needs and returning to self-sufficiency.

**Short Term Recovery:** Short-term recovery operations begin concurrently with or shortly after the commencement of response operations. Although referred to as “short-term” recovery, these activities may last for weeks. Short-term recovery includes actions required to:

- Stabilize the situation.
- Restore services.
- Implement critical infrastructure recovery plans to maintain operations during emergencies and the recovery phase.
- Commence the planning for the restoration of the community, including economic functions.

**Long Term Recovery:** Long-term recovery continues the short term recovery actions but focuses on community restoration. Long term recovery may continue for a number of months or years depending on the severity and extent of the damage sustained. These activities include those necessary to restore a community to a state of normalcy, given the inevitable changes that result from a major disaster. Long-term recovery activities require significant planning to maximize opportunities and mitigate risks after a major incident and may include the following:

- Reconstruction of facilities and infrastructure including the technology systems and services necessary for restoration of all operations functions.
- Community planning including the development of long-term housing plans.
- Implementation of waivers, zoning changes and other land use legislation to promote recovery.
- Assistance to displaced families, which may include financial support as well as social and health services.
- Restoration of the local economic system.
- Integration of mitigation strategies into recovery efforts.
- Documentation of eligible disaster-related costs for reimbursement through federal grant programs.

### 9.3.14.2. RECOVERY ORGANIZATION

**Individuals and Households:** Individuals and households will try to stabilize their circumstances by seeking adequate shelter, assessing damage to their property, resuming work and other regular activities, applying for federal assistance and obtaining insurance proceeds.



**The Private Sector:** The private sector engages in activities necessary to resume business operations, including assessing damage, implementing continuity of business plans, caring for employees, shifting operations to temporary facilities or other locations, applying for federal assistance and obtaining insurance proceeds. In coordination with the City and Non-Governmental Organizations (NGO), businesses also may play a key role in donating goods and services for community recovery.

**Non-Government Organizations:** NGO and community-based organizations, such as the American Red Cross and the Salvation Army, will provide support to individuals and households who are displaced by a disaster and work with governmental organizations to support the transition from care and shelter operations to interim housing arrangements. Community organizations active before a disaster may expand their services to meet increased needs. Such groups include churches, neighborhood health clinics and food distribution agencies. NGO and community based organizations may provide a range of services such as donations management, emergency food, clothing and shelter, as well as support of housing reconstruction. They provide these services independently or in coordination with federal, state and local efforts.

**Local Governments Actions:** Local government, including counties and cities, organize recovery operations according to their respective priorities and mechanisms for conducting business. These jurisdictions may work with neighboring jurisdictions to share resources or address common problems. Regional entities may also play a role in setting priorities and obtaining resources for recovery within their respective areas of authority. These organizations, particularly the City of Riverside, will undertake the following actions to stimulate recovery within their respective communities:

- Conduct damage and safety assessment.
- Assess the housing situation, identify potential solutions and request support.
- Assess damage to public facilities and initiate temporary repairs.
- Assess damage to private property and issue permits for repairs and demolition.
- Remove debris.
- Open transportation routes.
- Restore services such as power, water, sewer and transportation.
- Activate Local Assistance Centers to assist individuals and households.
- Document disaster-related costs for reimbursement through federal grant programs.
- Work with states and federal officials to assess damage, identify needs and secure financial assistance.
- Resume governmental functions.
- Begin planning for long-term community recovery.
- Enact appropriate zoning variances to accommodate business and commercial repairs.
- Assist with the identification of temporary housing and business space.

**Riverside EOC:** Both short term and long term recovery activities will be coordinated from the City EOC. Certain recovery efforts and functions may be carried out in other facilities including Department Operations Centers and Local Assistance Centers. The recovery organization will include functions added to the existing EOC response organization.

**State Government Actions:** When a State of Emergency is proclaimed in the impacted counties, California Emergency Management Agency (CalEMA) will lead California's recovery operations and coordinate assistance provided by other state agencies and the federal government. When federal assistance is required, CalEMA will work together with the Federal Emergency Management Agency (FEMA) and other federal agencies to ensure effective delivery of services.

**State Coordinating Officer:** The Governor appoints a State Coordinating Officer (SCO) to coordinate the state's requests for federal assistance.

**Federal Coordinating Officer:** In accordance with the Stafford Act, the President appoints a Federal Coordinating Officer (FCO) to manage federal operations and coordinate recovery programs.

**Local Assistance Centers:** A Local Assistance Center (LAC) which provides for the social services and financial support of individuals, businesses and non-governmental organizations may be established in which services for disaster survivors can be centralized. LACs are staffed with representatives of local and state agencies and non-governmental agencies (NGOs) and provide a convenient "one-stop shop" for disaster survivors who can access recovery assistance and referrals to other programs and assistance that may not be represented. LACs may also host representatives of organizations that provide other services such as the U.S. Postal Service, building officials, utilities, non-governmental organizations, school districts and property tax officials who can help survivors begin the process of recovery. Federal agencies may also provide representatives who can provide information regarding federal disaster assistance programs. A LAC will be established as close to the affected neighborhood or community as is safe and practical.

**FEMA Disaster Recovery Centers:** FEMA may establish Disaster Recovery Centers (DRCs) to centralize public outreach operations for federal agencies and their respective assistance programs and to supplement LAC operations. California Emergency Management Agency (CalEMA), Federal Emergency Management Agency (FEMA) and the local jurisdiction(s) coordinate on the locations of LACs and DRCs to best meet the needs of the communities affected by the disaster.

**FEMA-State transition to the Joint Field Office:** As resources and conditions allow, CalEMA and FEMA establish the Joint Field Office (JFO) to manage and coordinate recovery operations. In general, all Emergency Support Functions (ESFs) that support federal response and recovery efforts operate from the JFO once it is activated. CalEMA and other state agencies deploy staff to the JFO to ensure effective coordination with federal counterparts as part of the joint state/federal operation.

**FEMA-State JFO Operations:** State and federal officials will coordinate directly with other state agencies, other states and FEMA to provide recovery resources requested by local governments. Under the direction of the SCO, CalEMA will implement Stafford Act assistance programs with FEMA and coordinate the implementation of long-term recovery operations. CalEMA is responsible for:

- Requesting federal assistance.
- Setting priorities for federal assistance in conjunction with local government requirements.
- Ensuring effective implementation of assistance programs.
- Managing grants under the Public Assistance Program, and
- Coordinating with state agencies that have responsibility for managing grant programs.

**State Agency Assistance:** Other state agencies may provide support to local governments under their respective authorities, or under other federal programs. These state agencies coordinate their activities with CalEMA but may direct operations from their respective Department Operations Centers.

### 9.3.14.3. RECOVERY DAMAGE ASSESSMENT

**Recovery Damage Assessment:** Recovery Damage Assessment serves several distinct though interdependent purposes. As such the damage assessment process occurs in steps which run concurrently.

The **first step** involves a rapid damage assessment which is often referred to as a window survey conducted by emergency responders, critical facility operators, utility providers and essential service providers. This component of the overall damage assessment process is focused on gaining situational awareness so as to apply scarce resources to saving lives, protecting property and limiting harm to the environment.

The **second step** involves conducting a rapid needs assessment of the affected community. The needs assessment is focused on identifying critical needs of the City such as water, food, electricity, mutual aid resources, care and shelter requirements, specialized equipment needs, sanitation, etc.

The **third step** is to conduct a preliminary damage estimate which is focused on placing monetary estimates to: debris management; emergency protective actions (firefighting, etc); road repair; repair to water control infrastructure; government buildings and facilities; public utilities; and private dwellings and businesses.

### 9.3.14.4. RECOVERY DOCUMENTATION

**Recovery Documentation:** Recovery Documentation is focused on documenting damage, response costs, and identifying mitigation or preventative opportunities. Additional documentation information is located in Part III of the EOP.

### 9.3.14.5. RECOVERY AFTER-ACTION REPORTS

**Recovery After-Action Reports:** Recovery After-Action reporting is focused on documenting lessons learned and potential corrective actions. Each EOC activation requires an After-Action / Corrective Action Report (AAR/CAR). The AAR/CAR is an internal controlled document.

### 9.3.14.6. RECOVERY DISASTER ASSISTANCE

**Recovery Disaster Assistance:** Recovery Disaster Assistance is available to assist individuals, businesses, non-governmental organizations and governments rebuild and recovery following a disaster. Recovery assistance comes from wide array of organizations for specific purposes. For purposes of this Emergency Operations Plan (EOP), disaster assistance is organized into **Individual Assistance** and **Public Assistance**.

#### **I. INDIVIDUAL ASSISTANCE**

**Non-Governmental Organizations Assistance:** Many non-governmental agencies (NGOs), such as the American Red Cross and the Salvation Army, provide recovery assistance to individuals, families and community organizations. This may include assistance for shelter, food, clothing, and housing reconstruction.

**State Assistance:** The State does not have authority to offer financial assistance to private sector disaster victims under the California Disaster Assistance Act (CDAA). However California Emergency Management Agency (CalEMA) actively coordinates with federal, state, local and NGOs to provide other types of recovery assistance to individuals, households, businesses and

the agricultural community. Under the Welfare and Institutions Code, the California Department of Social Services (CDSS) is authorized to assist those who receive the maximum grant under the Federal Individuals and Households Program (IHP) and still have eligible losses as identified by the (Federal Emergency Management Agency (FEMA) inspector.

The State also has a variety of other programs and services to assist individuals, businesses, and farmers in recovering from a disaster.

**FEMA Assistance:** Under the Stafford Act, FEMA provides a wide range of programs for individuals and households. This assistance includes:

- **Housing Assistance:** The IHP provides financial and direct assistance to eligible homeowners and renters displaced from their pre-disaster primary residence.
- **Other Needs Assistance:** The IHP provides financial assistance for uninsured disaster-related necessary expenses and serious needs, including personal property, medical, dental, and transportation expenses.
- **Additional Programs:** Other Stafford Act Programs that may be made available as a result of a major disaster declaration includes: crisis counseling, disaster unemployment assistance, and legal services.

**Low-Interest Loans:** The U.S. Small Business Administration (SBA) provides low-interest disaster loans to homeowners, renters, businesses and private non-profit organizations in declared disaster areas. Loans may be made for uninsured physical damage to homes, businesses and other properties, or for economic losses. Following Presidential disaster declarations, SBA implements its program in conjunction with FEMA's Individual Assistance (IA) Stafford Act programs. When a Presidential disaster declaration is not viable or warranted or does not include IA due to the scope of the disaster, it may be appropriate for California Emergency Management Agency (CalEMA) to coordinate requests for SBA assistance, since this can be done independently of a FEMA declaration. In order to pursue SBA assistance, the damage incurred by the community must meet certain minimum thresholds.

**Agricultural Assistance:** The U.S. Department of Agriculture (USDA) provides low-interest loans to farmers, ranchers, and aquaculturists for physical and/or crop production losses in areas designated a disaster by the Secretary of Agriculture. This designation may also follow a Presidential disaster declaration. As a result, the SBA may also provide economic injury disaster loans to small non-farm businesses, small agricultural cooperatives, and most private non-profit organizations of any size.

## II. PUBLIC ASSISTANCE

**State Assistance:** The California Disaster Assistance Act (CDAA) authorizes the state to provide financial assistance for costs incurred by local governments as a result of a disaster. CDAA assistance may be implemented in circumstances when local resources are exceeded but the President does not declare an emergency or major disaster under the Stafford Act. In general, the state's share of work that is eligible under CDAA is no more than 75% of total state eligible costs. However, funding may vary with the type of disaster at the discretion of the Legislature. There are two levels of CDAA assistance:

- **Secretary's Concurrence:** Under CDAA, the CalEMA Secretary may concur with a local government request for state assistance independently of a Governor's Proclamation of a State of Emergency. A Secretary's Concurrence is limited to eligible

permanent repair work. There is generally a 75%-25% cost share between state and local governments.

- **During a State of Emergency:** When the Governor proclaims a State of Emergency, both emergency and permanent work are eligible for assistance. Again there is generally a 75%-25% cost share between state and local governments.

**Federal Assistance:** Under a declaration of emergency or major disaster, the President may designate certain counties in the affected areas as eligible for the Public Assistance (PA). Major assistance programs available under the Stafford Act are managed by FEMA.

- **FEMA Public Assistance Grant Program:** Federal Emergency Management Agency (FEMA) provides state agencies, local governments, and certain private non-profit entities with federal grants to cover eligible disaster recovery work on a cost-share basis. In accordance with the Stafford Act, the federal cost share is a minimum of 75%. The State of California shares the remaining cost with the applicant. Eligible costs must be associated with:
  - Debris removal.
  - Emergency work necessary to save lives, protect public health and safety and protect property.
  - Restoration of damaged facilities, including buildings, equipment and infrastructure and also to pre-disaster design and function.
  - Implementation of cost-effective hazard mitigation measures during repairs to damaged facilities to reduce the risk of future damage to those facilities.

**Non-Stafford Act Programs:** The federal government provides recovery assistance through authorities and programs outside of the Stafford Act. These programs may be implemented in conjunction with Stafford Act programs under a disaster declaration or separately. Depending on the program, the agencies may provide assistance directly to recipients or through another state agency besides CalEMA. Examples include:

- **Federal Highway Administration:** Under the Emergency Relief Program, the Federal Highway Administration (FHWA) provides assistance to the Department of Transportation (Caltrans) and local governments for damage to roads, bridges and other facilities on the federal-aid system. Caltrans implements this program on behalf of FHWA.
- **Natural Resources Conservation Service:** Under the Emergency Watershed Protection Program, the Natural Resources Conservation Service (NRCS) provides assistance to state agencies and local governments for emergency work necessary to protect life, property and public health and safety in watersheds that have been damaged by a disaster, such as a wildfire or flood.
- **U.S. Army Corps of Engineers:** Under the Rehabilitation and Inspection Program, the United State Army Corps of Engineers (USACE) provides assistance for flood fighting, emergency repair and repairs to damaged facilities. The USACE provides this assistance for levees and other flood control works that meet pre-disaster criteria for participation in the program.
- **U.S. Department of Housing and Urban Development:** The United States Department of Housing and Urban Development's (HUD) Community Development Block Grants

may be requested by state and local governments for a wide range of recovery purposes.

- **Congressional Appropriations:** The U.S. Congress may make disaster-specific appropriations that allow federal agencies to provide assistance beyond existing authorities and programs. State coordination of this assistance depends on the nature of the appropriation and the federal agency that is charged with its implementation.

### 9.3.15. CITY DEPARTMENT PARTICIPATION

**City Department participation** during all phases of the emergency management cycle ensures the Emergency Operations Plan (EOP) reflects the current policies, organizational structures, and methodologies utilized by City of Riverside response organizations.

The Office of Emergency Management (OEM) is responsible for coordinating overall planning under the EOP including review and revision of the plan, related annexes, and supporting operational procedures. Lead Departments are responsible for taking the lead in preparing input into and supporting the maintenance of their specific Emergency Function (EF) to the EOP.

Lead and Support Departments are responsible for planning and coordinating the delivery of emergency assistance. Lead Departments are responsible for leading and managing an Emergency Function (EF) while Support Departments are responsible for supporting a Lead Department in the execution of an EF. All departments will contribute to the development of supporting material to the EOP including annexes as well as supplements describing specific policies and procedures for carrying out emergency operations.

The preparedness of departments, organizations, agencies, and units is demonstrated by the capabilities they possess to deliver emergency response assistance. The Department of Homeland Security (DHS) measures the development and maintenance of capability through a concept spanning National Planning Scenarios, Target Capabilities List (TCL), and Universal Task List (UTL).

Information on the National Planning Scenarios, Target Capabilities List, and Universal Task List may be found in the National Preparedness Guidelines at:  
<http://www.dhs.gov/files/publications>.



### 9.3.16. THE NATIONAL PLANNING SCENARIOS

**The National Planning Scenarios** provide a means for the City of Riverside to conceptually prepare for a range of potential emergency incidents that address all types of hazards including terrorism, natural disasters, and health emergencies. They represent a minimum number of scenarios rather than every possible threat or hazard. The Scenarios help Department of Homeland Security (DHS) identify the tasks that must be performed to prevent, protect against, respond to, and recover from a scenario event. Though not inclusive of all possible hazards, Lead Departments will consider these scenarios when preparing for or developing exercises and training to lead their functional area.

The 15 **National Planning Scenarios** are:

|                              |                                   |
|------------------------------|-----------------------------------|
| 1. Improvised Nuclear Device | 9. Major Earthquake               |
| 2. Aerosol Anthrax           | 10. Major Hurricane               |
| 3. Pandemic Influenza        | 11. Radiological Dispersal Device |
| 4. Plague                    | 12. Improvised Explosive Device   |
| 5. Blister Agent             | 13. Food Contamination            |
| 6. Toxic Industrial Chemical | 14. Foreign Animal Disease        |
| 7. Nerve Agent               | 15. Cyber                         |
| 8. Chlorine Tank Explosion   |                                   |

### 9.3.17. UNIVERSAL TASK LIST

**Universal Task List:** The Universal task List (UTL) identifies the tasks required to prevent, protect against, respond to, and recover from the incidents defined by the scenarios. It provides very detailed information on what needs to be accomplished and under what conditions accomplishment will occur. This detail serves as a very precise way for departments and other tasked organizations to develop training and exercise objectives, and if necessary, refine plans. The UTL currently contains 600 tasks with 250 tasks identified as critical tasks.

### 9.3.18. TARGET CAPABILITIES LIST

**Target Capabilities List:** To prepare for emergency incidents in an orderly way, the tasks in the UTL may be grouped into capabilities. With a focus particularly on critical tasks, it is possible to develop a series of capabilities that provide the means to achieve a measurable outcome resulting from the performance of one or more critical tasks, under specified conditions and standards of performance. These grouped tasks are collected and defined in the Target Capabilities List (TCL).

The TCL assumes that departments other tasked organizations currently possess a level of capability to address steady-state operations and smaller-scale emergencies and disasters (i.e. routine firefighting, law enforcement services, or seasonal flooding). The TCL is focused on identifying the unique capabilities and incremental resources related to terrorism, large-scale disasters, or pandemic health emergencies. Establishing the plans, procedures, systems, interagency relationships, training and exercise programs, and mutual aid agreements required to build capabilities for these emergencies will enhance performance for all hazards response, regardless of incident size.

There are 37 Target Capabilities. The capabilities and the City EFs aligned with them are identified in the table on the next page and are specified in the Department of Homeland Security Target Capability List.



**TARGET CAPABILITY****EMERGENCY  
FUNCTION****Common Target Capabilities**

|   |    |
|---|----|
| 1. Planning                                 | 26 |
| 2. Communications                           | 2  |
| 3. Risk Management                          | 5  |
| 4. Community Preparedness and Participation | 5  |

**Prevent Mission Area**

|   |       |
|---|-------|
| 5. Information Gathering and Recognition of Indicators and Warnings | 13    |
| 6. Intelligence Analysis and Production                             | 13    |
| 7. Intelligence / Information Sharing and Dissemination             | 13    |
| 8. Law Enforcement Investigation and Operations                     | 13    |
| 9. CBRNE Detection  | 13    |
|   | 10,13 |

**Protect Mission Area**

|  |     |
|--|-----|
| 10. Critical Infrastructure Protection             | 13  |
| 11. Food and Agriculture Safety and Defense        | N/A |
| 12. Epidemiological Surveillance and Investigation | 8   |
| 13. Laboratory Testing                             | 8   |

**Respond Mission Area**

|  |       |
|--|-------|
| 14. Onsite Incident Management                             | 17    |
| 15. Emergency Operations Center Management                 | 5     |
| 16. Critical Resource Logistics and Distribution           | 7, 20 |
| 17. Volunteer Management and Donations                     | 24,25 |
| 18. Responder Safety and Health                            | 4,13  |
| 19. Public Safety and Security Response                    | 13    |
| 20. Animal Health Emergency Support                        | 11    |
| 21. Environmental Health and Vector Control                | NA    |
| 22. Explosive Device Response Operations                   | 13    |
| 23. Firefighting Operations/Support                        | 4     |
| 24. WMD/Hazardous Materials Response and Decontamination   | 10    |
| 25. Citizen Protection: Evacuation and In-Place Protection | 19    |
| 26. Isolation and Quarantine                               | 8     |
| 27. Urban Search & Rescue                                  | 9     |
| 28. Emergency Public Information and Warning               | 15,16 |
| 29. Triage and Pre-Hospital Treatment                      | 4,8   |
| 30. Medical Surge  | 8     |
| 31. Medical Supplies Management and Distribution           | 8     |
| 32. Mass Prophylaxis                                       | 8     |
| 33. Mass Care (Sheltering, Feeding, and Related Services)  | 6     |
| 34. Fatality Management                                    | 13    |

**Recover Mission Area**

|                                   |    |
|-----------------------------------|----|
| 35. Structural Damage Assessment  | 18 |
| 36. Restoration of Lifelines      | 12 |
| 37. Economic & Community Recovery | 14 |

THIS PAGE INTENTIONALLY LEFT BLANK.

## 9.4. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### 9.4.1. GENERAL OVERVIEW OF EMERGENCY RESPONSIBILITIES

All City departments and employees have a role during emergencies and recovery operations. Additionally, all City employees are considered Disaster Service Workers (DSW) and may be called to order during times of declared disasters.

The City of Riverside emergency operations, organizational structure, and support functions are organized in accordance with the California Standardized Emergency Management System (SEMS) and National Emergency Management System (NIMS) concepts and principles.

### 9.4.2. DIRECTOR OF EMERGENCY SERVICES

**Director of Emergency Services:** The City Manager serves as the Director of Emergency Services having jurisdiction and full authority over the City's response and recovery to extraordinary emergencies and disasters.

### 9.4.3. CITY COUNCIL

**City Council:** The Mayor and City Council may promulgate orders and regulations necessary to provide for the protection of life and property, including orders and regulations imposing curfew within designated boundaries where necessary to preserve the public order and safety, orders against price fixing, and all other orders necessary to protect lives and property. Members of City Council also serve as a liaison to their respective wards with regards to response and recovery efforts of the City during and following a disaster.

### 9.4.4. CITY EMERGENCY ORGANIZATION

**City Emergency Organization:** The City Emergency Organization constitutes the operational forces necessary to meet the conditions of a local emergency. All officers and employees of the city, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations and persons who may by agreement or operation of law, including persons pressed into service, be charged with duties incident to the protection of life and property in the city during an emergency, constitute the City of Riverside Emergency Organization.

### 9.4.5. DISASTER SERVICE WORKER

**Disaster Service Worker:** Disaster Service Worker is any person registered with a disaster council or the California Emergency Management Agency, or a state agency granted authority to register disaster service workers, for the purpose of engaging in disaster service work pursuant to the California Emergency Services Act without pay or other consideration. Disaster Service Workers include public employees, and also includes any unregistered persons impressed into service during a state of war emergency, a state of emergency, or a local emergency by a person having authority to command the aid of citizens in the execution of his or her duties. All City of Riverside employees are Disaster Service Workers.

### 9.4.6. FIRST RESPONSE DEPARTMENTS

**First Response Departments:** The four operational departments with primary jurisdictional authority over the response and recovery to extraordinary emergencies and disasters are considered First Response Departments.

First Response Departments include:

- Fire Department
- Police Department
- Public Works Department
- Public Utilities Department

### 9.4.7. LEAD DEPARTMENTS

**Lead Departments:** Lead Departments are those designated as the primary department responsible for the execution of an Emergency Function (EF) on the basis of its authorities, resources, and capabilities in the particular functional area. Departments may serve as one or more Lead, Support, and/or Coordinating roles with respect to EFs.

Lead Departments (leading one or more EFs) include:

- City Manager's Office
- Community Development
- Development Department
- Finance Department
- Fire Department
- General Services Department
- Information Technology
- Office of Emergency Management – FD
- Parks, Recreation & Community Services Department
- Police Department
- Public Works Department
- Public Utilities Department

### 9.4.8. SUPPORT DEPARTMENTS

**Support Departments:** Support Departments are those designated as responsible for supporting Lead Departments in the execution of a Lead Department's emergency function. Support Departments are designated on the basis of its capabilities and capacities to support a Lead Department's emergency function mission.

All City departments are considered Support Departments in the context of the Emergency Operations Plan (EOP).

### 9.4.9. COORDINATING DEPARTMENTS

**Coordinating Departments:** Coordinating Departments are those charged with the responsibility of coordinating a particular Emergency Function. Coordinating Departments coordinate emergency functions for which no particular City department has the jurisdictional authority. Coordination generally occurs with an outside organization having jurisdictional authority over the emergency function. Public Health is an example of an EF for which no City

department has specific authority or capability. As such this requires outside coordination with the Riverside County Department of Public Health.

Coordinating Departments include, though not limited to:

- Fire Department – OEM (coordinates public health and related)
- Public Works Department (coordinates animal services)

#### 9.4.10. DEPARTMENT EMERGENCY COORDINATORS

**Department Emergency Coordinators:** Each department will designate a Department Emergency Coordinator (DEC) who will be responsible for routine department emergency planning and preparedness activities and serve as a point of contact for related activities and communications.

#### 9.4.11. OFFICE OF EMERGENCY MANAGEMENT

**Office of Emergency Management (OEM):** The Office of Emergency Management is located within the Fire Department. The Office of Emergency Management is responsible for the coordination and management of all City emergency preparedness, planning, prevention, mitigation, readiness, and recovery activities. OEM executes the day to day emergency management responsibilities of the City Manager / Director of Emergency Services. OEM is responsible for the readiness and activation of the City Emergency Operations Center (EOC). When the EOC or EOP is activated the OEM reports directly to the Director of Emergency Services.

#### 9.4.12. DEPARTMENT OPERATIONS CENTER (DOC)

**Department Operations Center (DOC):** Means the location from which centralized departmental emergency management is performed. First Response Departments shall maintain primary and alternate DOC capabilities. Lead Departments are encouraged to maintain primary and alternate DOC capabilities. DOCs serve in a supporting role to the City EOC.

#### 9.4.13. EMERGENCY OPERATIONS CENTER (EOC)

**Emergency Operations Center (EOC):** Means the location from which centralized city emergency management is performed. The City of Riverside maintains a primary EOC, alternate EOC, and mobile EOC capabilities.

#### 9.4.14. DEPARTMENT RESPONSIBILITIES

**Department Responsibilities:** All departments, non-governmental organizations, and volunteer organizations, that comprise the City Emergency Organization, are grouped into 31 Emergency Functions (EF) to carry out the coordination and completion of assigned missions. These functions represent specific response and recovery activities that are cross-cutting and common to all disasters. Each Emergency Function is comprised of one Lead Department or agency serving as the primary tasked organization and one or more Support Departments, agencies or organizations providing operational, logistical or technical support. EFs, which are not a typical capability of the City of Riverside are identified as having a Coordinating Department as apposed to a Lead Department. (an example is the animal services EF, which has the County-City of Riverside Animal Services Department as the Lead agency and the City of Riverside Public Works Department as the internal City Coordinating Department)

### 9.4.15. EMERGENCY FUNCTION (EF) OVERVIEW

**Emergency Function Overview:** The EF concept was developed by the Federal Emergency Management Agency (FEMA) in the late 1980s to address the potential management concerns that would be necessary to coordinate a federal response to a catastrophic earthquake in California. FEMA subsequently implemented the EF concept in the development of its original National Response Plan.

The City of Riverside must be prepared to respond quickly and effectively on a 24-hour basis to developing emergency events. When a threat or potential threat is first detected, the City Emergency Operations Center (EOC) is activated to a level appropriate to the magnitude of the event. The City's response effort is then initiated through the City Emergency Organization which is comprised of designated Emergency Function (EF) Coordinators from tasked City departments, non-governmental organizations, and volunteer organizations. These EF Coordinators are authorized to deploy the resources of their respective department or organization to carry out response and recovery missions that are assigned by functions.

### 9.4.16. CONSOLIDATED EMERGENCY ACTIVITIES

**Consolidated Emergency Activities:** The consolidated emergency activities concept is a mechanism that consolidates multiple departments or agencies that perform similar or like activities or functions into a single, cohesive group to allow for more effective management of emergency response functions and resources. This consolidation of like activities forms the basis for the Emergency Function (EF) concept of operations. For example, many different local, state, non-governmental, and volunteer organizations have mass care, sheltering, and human services capabilities. Under the EF concept, these organizations function as one entity under EF 6, Mass Care, Sheltering, and Human Services.

### 9.4.17. INCIDENT COMMAND SYSTEM AND EMERGENCY FUNCTIONS

**Incident Command System and Emergency Functions:** In the City of Riverside, EFs fall under one or more general command sections in the Emergency Operations Center organization modeled after the Incident Command System. These sections include; Management Section, Operations Section, Planning & Intelligence Section, Logistics Section, and Finance & Administration Section. Detailed information on EF assignments are found in the individual EF annexes found in Part III of the Emergency Operations Plan (EOP).

The Incident Command System provides for the flexibility to assign EF and other stakeholder resources according to their capabilities, tasking, and requirements. This allows augmentation and support to the other sections of the City Emergency Operations Center, Department Operations Centers, Incident Command Post, or other Multi-Agency Coordination facility in order to respond to incidents in a more collaborative and cross-cutting manner.

### 9.4.18. EMERGENCY FUNCTION LOCATIONS

**Emergency Function Locations:** While EFs are typically assigned to a specific section at the City Emergency Operations Center for management purposes, EF resources may be assigned anywhere within the Unified Coordination or Multi-Agency Coordination System structure. Regardless of the section in which an EF may reside, that entity works in conjunction with other EOC sections to ensure that appropriate planning and execution of missions occur. Absent an EOC activation, EFs are coordinated and managed by a designated Lead Department.

## 9.4.19. EMERGENCY FUNCTION COORDINATORS

**Emergency Function Coordinators:** Each Emergency Function (EF) will have a designated EF Coordinator. EF Coordinators are assigned by the responsible Department Director. EFs without assigned coordinators or having vacancy in an EF coordinator will default to the responsible Department Director. EF Coordinators carry the same responsibility and authority to allocate department resources as does a Branch Director in an EOC setting.

## 9.4.20. EMERGENCY FUNCTION DESCRIPTIONS

### EF 1-TRANSPORTATION

Lead Department or Agency: **General Services Department**

Responsible for coordinating transportation support to departments, non-governmental organizations and voluntary organizations. Transportation support includes the following:

- (1) performance of and assisting with evacuation and re-entry;
- (2) processing of all transportation assistance requests and tasks received in the EOC;
- (3) prioritizing and arranging transportation resources for the transportation of people, materials, and services; and
- (4) performing all necessary actions to assist with recovery operations.

### EF 2-COMMUNICATIONS

Lead Department or Agency: **Police Department - radios**

**Information Technology** – network and telecom

Responsible for coordinating actions to be taken to assure the provision of required communications (2-way radios) and telecommunications (computer and telephone systems) support to disaster response personnel. Actions may include the acquisition, deployment, activation, and maintenance of emergency communications systems and equipment.

### EF 3-PUBLIC WORKS AND ENGINEERING

Lead Department or Agency: **Public Works Department**

Responsible for providing technical advice and evaluations, engineering systems, construction management and inspection, emergency repair of wastewater and solid waste facilities, assisting with removal and handling of debris, and assisting in the opening and maintenance of roadways.

### EF 4-FIREFIGHTING AND RESCUE

Lead Department or Agency: **Fire Department**

Responsible for firefighting and rescue activities including activities related to hazard control, suppression, and technical rescue. Areas of responsibility and activities include suburban, urban, rural, and wildland settings and the interface between each environment. Emergency medical first responder services, general and technical rescue activities, and other hazard

control which is consistent with the firefighting emergency support function.

## **EF 5-EMERGENCY MANAGEMENT**

Lead Department or Agency: **Fire Department – Office of Emergency Management**

Responsible for overall incident management support and coordination, event information and action planning activities, resource coordination and allocation, multi-agency multi-jurisdictional coordination activities, and mission tasking and tracking activities.

## **EF 6-MASS CARE, SHELTERING, AND HUMAN SERVICES**

Lead Department or Agency: **Parks, Recreation and Community Services**

Responsible for coordinating efforts to provide shelter, food, basic human needs and for coordinating distribution of emergency relief supplies to disaster victims. Also includes activities as related to responder and responder family care.

## **EF 7-RESOURCE SUPPORT**

Lead Department or Agency: **City Manager's Office - Finance Division**

Responsible for providing logistical and resource support to entities involved in delivering emergency response efforts for natural and technological emergencies and disasters. Resource support activities are wide ranging and general activities include those logistics and resources not coordinated by other EFs.

## **EF 8-HEALTH AND MEDICAL**

Lead Department or Agency: **Fire Department – Office of Emergency Management (C)**

Responsible for coordinating health and medical resources needed to respond to public health and medical care needs prior to, during and following a disaster.

## **EF 9-URBAN SEARCH AND RESCUE**

Lead Department or Agency: **Fire Department**

Responsibilities include searching for and locating disaster victims in urban environments. Urban environments include confined spaces, damaged or destroyed buildings, slow rise or swift water environments, and other situations where entrapment has occurred due to a natural, technical, or human caused disaster.

## **EF 10-HAZARDOUS MATERIALS**

Lead Department or Agency: **Fire Department**

Responsibilities include coordinating the mitigation, response, and recovery to an actual or potential discharge and/or release of hazardous materials resulting from a natural or technological disaster.



**EF 11-ANIMAL CARE & WELFARE**

Lead Department or Agency: **Public Works Department (C)**

Responsible for coordinating animal response, rescue and relief activities following a major emergency or disaster.

**EF 12-ENERGY AND UTILITIES**

Lead Department or Agency: **Public Utilities**

Responsible for coordinating the provision of emergency power to support emergency response and recovery efforts and normalized community functions. EF 12 coordinates electric power, power distribution systems, fuel, emergency generators, and water systems.

**EF 13-LAW ENFORCEMENT AND SECURITY**

Lead Department or Agency: **Police Department**

Responsibilities include establishing procedures for the command, control, and coordination of law enforcement activities to support disaster response operations. EF 13 works with County, State, National Guard, and Federal law enforcement agencies in support of security missions and other law enforcement activities.

**EF 14-LONG TERM COMMUNITY RECOVERY**

Lead Department or Agency: **Development Department**

Responsible for the community's effort to regain normal functions like commerce and employment, public transportation and use of structures like buildings, bridges, and roadways. Longer term recovery generally involves the rebuilding efforts, post event mitigation activities, repatriation of communities and neighborhoods, and economic assistance and stabilization.

**EF 15-EMERGENCY PUBLIC INFORMATION AND EXTERNAL AFFAIRS**

Lead Department or Agency: **City Manager's Office**

Responsible for, emergency public information, media affairs, community relations, and coordination of special visits and political visits.

**EF 16-ALERT AND WARNING**

Lead Department or Agency: **Police Department**

Responsible for coordinating alerting and warning. Activation of alerting, warning systems and restoration of essential alerting and warning systems.

**EF 17-DIRECTION AND CONTROL**

Lead Department or Agency: **EOC-Fire Department – Office of Emergency Management**  
**ICP-Dependent upon hazard and incident type.**

Responsible for the overall direction and control over incident resources, personnel, and incident objectives. Direction and Control includes the development of strategic incident goals, application of equipment and incident resources to accomplish tactical objectives, and the supervision of all incident personnel and resources.

## **EF 18-DAMAGE ASSESSMENT**

Lead Department or Agency: **Community Development Department - Building and Safety Division**

Responsible for the collection and organization of damage data as related to critical infrastructure, city facilities, commercial properties, residential and dwelling units, special districts, non-governmental organizations, and agriculture.

## **EF 19-EVACUATION, MOVEMENT AND RE-ENTRY**

Lead Department or Agency: **Police Department**

Responsible for the evacuation of people, controlling and movement of people and vehicles, escorting of residents and business representatives into closed disaster areas when appropriate and safe, and the controlled re-entry or repatriation of people to a previously evacuated area.

## **EF 20-FOOD AND WATER DISTRIBUTION**

Lead Department or Agency: **Parks, Recreation and Community Services**

Responsible for the acquisition and distribution of bulk food, water, and ice at points of distribution sites. Bulk distribution involves providing sustenance to disaster victims independent of shelter operations where food is generally provided in a prepared format. This EF is critical when roads and transportation modes are disrupted and food distribution systems are compromised.

## **EF 21-ROUTE RECOVERY**

Lead Department or Agency: **Public Works Department**

Responsible for the opening and restoration of transportation routes to aid in the response and recovery efforts of emergency response and support organizations.

## **EF 22-DEBRIS MANAGEMENT**

Lead Department or Agency: **Public Works Department**

Responsible for the identification, movement, collection, sorting, and re-use or disposal of disaster related debris.

## **EF 23-DISASTER COST RECOVERY**

Lead Department or Agency: **City Manager's Office - Finance Division**

Responsible for the identification, coordination, and recovery of emergency response and recovery related financial expenses and costs.

**EF 24-DONATIONS MANAGEMENT**

Lead Department or Agency: **City Manager's Office - Finance Division**

Responsible for the coordination of donated goods and services during times of emergencies and disasters.

**EF 25-VOLUNTEER MANAGEMENT**

Lead Department or Agency: **Fire Department – Office of Emergency Management**

Responsible for coordinating the efforts by affiliated, spontaneous-unaffiliated volunteers, and volunteer organizations during times of emergencies and disasters.

**EF 26-INFORMATION AND PLANNING**

Lead Department or Agency: **Fire Department – Office of Emergency Management**

Responsible for collecting, processing, and disseminating information to facilitate emergency response and recovery efforts. Preparation of special operations plans, pre-event monitoring, situational assessments, determination of operating conditions, hazards and risk assessments, and capability and cap analysis activities.

**EF 27-SPECIAL POPULATIONS**

Lead Department or Agency: **Fire Department – Office of Emergency Management**

Responsible for the unique planning considerations for populations with special needs and those at particular risk during times of emergencies and disasters.

**EF 28-MILITARY SUPPORT**

Lead Department or Agency: **Fire Department – Office of Emergency Management**

Responsible for the overall coordination with the United States Department of Defense and related armed forces and resources during times of emergencies and disasters.

**EF 29-Reserved****EF 30-Reserved****EF 31-Reserved**

## **9.4.21. EMERGENCY FUNCTION RESPONSIBILITIES**

### **LEAD DEPARTMENTS:**

City departments designated as the Lead for an Emergency Function (EF) serve as the executive agent to carry out the EF mission. When an EF is activated, the Lead Department for the EF has operational responsibility for:

- Orchestrating the department or organization support within the functional area;
- Providing an appropriate level of staffing for operations at the EOC;
- Activating and tasking Support Departments, Organizations, or Agencies;
- Managing mission assignments and coordinating tasks with Support Departments, organizations, or agencies, as well as other necessary Organizations, State, and Federal agencies;
- Supporting and keeping other EFs and organizational elements informed of EF operational priorities and activities;
- Following established financial and property accountability procedures;
- Supporting planning for short- and long-term emergency operations;
- Reviewing and updating plans and procedures associated with assigned emergency response target capabilities;
- Training and exercising with Support Departments, Organizations, or Agencies to maintain response readiness and capabilities.

### **SUPPORT DEPARTMENTS:**

When an ESF is activated, each Support Department, Organization, or Agency for the EF has operational responsibility for:

- Supporting the EF Lead Department when requested, by conducting operations using its authorities, cognizant expertise, capabilities, or resources;
- Supporting the Lead Department mission assignments;
- Providing status and resource information to the Lead Department;
- Following established financial and property accountability procedures;
- Supporting planning for short and long-term emergency operations;
- Supporting the review and update of plans and procedures associated with assigned emergency response target capabilities; and
- Participating with the Lead Department in training and exercising to maintain response readiness and capabilities.

**OTHER DEPARTMENTS, ORGANIZATIONS, AND AGENCIES:**

Other City of Riverside department or divisions, non-governmental organizations or outside agencies not specifically designated as Lead or Support may have authorities, expertise, capabilities, or resources that may be required to support emergency operations. Those entities may be requested to participate in planning and pre-incident activities or provide support during times of emergencies .

## 9.4.22. EMERGENCY FUNCTIONS MATRIX OVERVIEW

**Emergency Functions Matrix Overview:** The Emergency Operations Plan (EOP) identifies 31 areas of functional responsibility, called Emergency Functions (EFs). Each EF is headed by a Lead City Department designated on the basis of its authorities, resources, and capabilities in the particular functional area. Each Lead Department is supported by an array of departments (Supporting Departments) and organizations that have functional supporting roles and responsibilities based upon their resources and capabilities.

Important EF Principles:

- Emergency response activities are conducted using one or more EFs as necessary, based upon the nature and magnitude of the event.
- EFs may be activated with or without the activation of the EOC.

Each Lead Department with EF responsibility will assign by title an EF Coordinator for each EF they are responsible for.

### 9.4.23. EMERGENCY FUNCTIONS & RESPONSIBILITY MATRIX

| EMERGENCY FUNCTION                     | 1              | 2              | 3                            | 4                       | 5                    | 6   | 7                | 8                                  | 9                       | 10                  | 11             | 12                 | 13                           | 14                           | 15  | 16                | 17                  | 18                | 19                                 | 20                          | 21             | 22                | 23                    | 24                  | 25                   | 26                       | 27                  | 28               | 29       | 30       | 31       |
|--|----------------|----------------|------------------------------|-------------------------|----------------------|---|------------------|------------------------------------|-------------------------|---------------------|----------------|--------------------|------------------------------|------------------------------|---|-------------------|---------------------|-------------------|------------------------------------|-----------------------------|----------------|-------------------|-----------------------|---------------------|----------------------|--------------------------|---------------------|------------------|----------|----------|----------|
|  | Transportation | Communications | Public Works and Engineering | Firefighting and Rescue | Emergency Management | Mass Care, Sheltering, and Human Services | Resource Support | Public Health and Medical Services | Urban Search and Rescue | Hazardous Materials | Animal Welfare | Energy & Utilities | Law Enforcement and Security | Long Term Community Recovery | Emergency Public Information & External Affairs | Alert and Warning | Direction & Control | Damage Assessment | Evacuation, Movement, and Re-Entry | Food and Water Distribution | Route Recovery | Debris Management | Disaster Cost Recover | Donation Management | Volunteer Management | Information and Planning | Special Populations | Military Support | Reserved | Reserved | Reserved |
| Airport Department                     |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Building & Safety Division             |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     | L                 |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| City Attorney's Office                 |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| City Clerk's Office                    |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| City Manager's Office                  |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              | L   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Code Enforcement Division              |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Development Department                 |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              | L                            |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Finance Division                       |                |                |                              |                         |                      |   | L                |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   | L                     | L                   |                      |                          |                     |                  |          |          |          |
| Fire Department                        |                |                |                              | L                       |                      |   |                  |                                    | L                       | L                   |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| General Services Department            | L              |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Homeless Services Office               |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Housing Division                       |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Human Resources Department             |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Library Department                     |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Information Technology                 |                | L              |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Museum Department                      |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Reserved                               |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Office of Emergency Management – Fire  |                |                |                              |                         | L                    |   |                  | C                                  |                         |                     |                |                    |                              |                              |   |                   | L                   |                   |                                    |                             |                |                   |                       |                     |                      | L                        | L                   | L                | L        |          |          |
| Parks, Recreation & Community Services |                |                |                              |                         |                      | L   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    | L                           |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Planning Division                      |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Police Department                      |                | L              |                              |                         |                      |   |                  |                                    |                         |                     |                |                    | L                            |                              |   | L                 |                     |                   | L                                  |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Public Utilities                       |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                | L                  |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Public Information Office              |                |                |                              |                         |                      |   |                  |                                    |                         |                     |                |                    |                              |                              |   |                   |                     |                   |                                    |                             |                |                   |                       |                     |                      |                          |                     |                  |          |          |          |
| Public Works Department                |                |                | L                            |                         |                      |   |                  |                                    |                         |                     | C              |                    |                              |                              |   |                   |                     |                   |                                    |                             | L              | L                 |                       |                     |                      |                          |                     |                  |          |          |          |

**Key:** L = Lead

S = Support \*

C = Coordinate

Some support departments, divisions and organizations are not listed in this chart. They are listed in the Emergency Function Annexes.

\*Support Departments are identified in the EF Matrix as a Part III document and not on this page.

THIS PAGE INTENTIONALLY LEFT BLANK.



## 9.4.24. CITIZEN INVOLVEMENT

Resilient communities begin with prepared individuals. Individuals, families, and caregivers to those with access and functional needs should enhance their awareness of risk and threats, develop household emergency plans that include care for pets and service animals, and prepare emergency supply kits. Individuals can also volunteer in their communities.

Although not formally a part of emergency management operations, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

Reducing hazards in and around their homes. By taking simple actions, such as making their home earthquake resistant or taking in unanchored objects during high winds, people can reduce the amount of damage caused by an emergency.

Preparing an emergency supply kit and household emergency plan. By developing a household emergency plan and assembling disaster supplies in advance of an emergency, people can take care of themselves until assistance arrives.

This includes supplies for household pets and service animals. See the recommended supplies at <http://www.readyriverside.com>.

Monitoring emergency communications carefully. Throughout an emergency, critical information and direction will be released to the public via various media. By carefully following the directions provided, residents can reduce their risk of injury, keep emergency routes open to response personnel, and reduce demands on landline and cellular communication.

Volunteering with an established organization. Organizations and agencies with a role in response and recovery are always seeking hardworking, dedicated volunteers. By volunteering with an established voluntary agency, individuals and households become a part of the emergency management system and ensure that their efforts are directed where they are needed the most.

Enrolling in emergency response training courses. Emergency response training, whether basic first aid through the American Red Cross or a more complex course through a local college, will enable residents to take initial response actions required to take care of themselves and their households. This allows first responders to focus on higher priority tasks that affect the entire community. Strong partnerships with citizen groups and organizations provide support for incident management prevention, preparedness, response, recovery, and mitigation.

## 9.4.25. NON-GOVERNMENTAL ORGANIZATIONS (NGOS)

Non-Governmental Organizations (NGOs) play very important roles before, during, and after an emergency.

NGOs provide sheltering, emergency food supplies, counseling services, and other vital services to support response and promote the recovery of disaster survivors. These groups often provide specialized services that help individuals with special needs, including those with disabilities. Non-Governmental Organizations (NGOs) collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims.

when assistance is not available from other sources. Examples of NGO and voluntary organization contributions include:

- Training and managing volunteer resources
- Identifying shelter locations and needed supplies
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, or assistance with post-emergency cleanup
- Identifying those whose needs have not been met and helping coordinate the provision of assistance

The American Red Cross (ARC) is a Non-Governmental Organization (NGO) that provides relief at the local level and also assists in coordinating the Mass Care Emergency Function. The ARC does not direct other NGOs, but it takes the lead in integrating the efforts of national NGOs that provide mass care services during response operations. The National Voluntary Organizations Active in Disaster (NVOAD) is a consortium of more than 50 recognized national organizations of volunteers active in disaster relief. Such entities provide significant capabilities to incident management and response efforts at all levels.

#### 9.4.26. BUSINESS AND INDUSTRY

City of Riverside Emergency Operations Plan (EOP) Lead and Support Departments coordinate with the private sector to share information, form plans of action, and incorporate available resources into preparedness and response efforts.

**Roles:** The roles, responsibilities, and participation of the private sector during incidents of local or regional significance vary based on the nature of the organization and the type and impact of the incident. The roles of private-sector organizations are summarized below.

**Impacted organization or infrastructure private sector organizations** may be affected by direct or indirect consequences of the incident, including privately owned critical infrastructure, key resources, and those main private sector organizations that are significant to local, regional, and national economic recovery from the incident. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions, and hospitals.

**Private sector organizations** provide response resources (donated or compensated) during an incident - including specialized teams, essential service providers, equipment, and advanced technologies - through local public-private emergency plans, mutual aid agreements, or incident specific requests from government and private sector/volunteer initiatives.

**Regulated and/or Responsible Party Owners/Operators** of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring, and responding to an incident once it occurs. For example, the San Onofre Nuclear Generating Station nuclear reactor is a regulated nuclear facility. It is required to maintain emergency (incident) preparedness plans, procedures, and to perform assessments, prompt notifications, and training for a response to an incident.

**Responsibilities:** Private sector organizations support the City's EOP - voluntarily or to comply with applicable laws and regulations - by sharing information with the government, identifying risks, performing vulnerability assessments, and developing emergency response and business continuity plans. Additionally, they may enhance their overall readiness, implement appropriate prevention and protection programs, and donate or otherwise provide goods and services

through contractual arrangement or government purchases to assist in response to and recovery from an incident.

**Response Resources:** Unless the response role is inherently governmental (e.g., law enforcement, etc.), private sector organizations are encouraged to develop and maintain capabilities to respond to and manage a complete range of incidents and emergencies. The City of Riverside maintains ongoing interaction with the critical infrastructure and key resources industries to provide coordination for prevention, mitigation, preparedness, response, and recovery activities. When practical, private sector representatives are included in planning and exercises.

**Functional Coordination:** The Lead Department(s) for each Emergency Function (EF) maintains working relations with its associated private sector counterparts through partnerships or other means. (e.g., EF #1 – Transportation– transportation personnel and equipment, through the region’s transportation committees, organizations and relationships)

#### 9.4.27. SCHOOLS, COLLEGES AND UNIVERSITIES

In California, schools (K-12) are required to; have a disaster plan; hold periodic drop, cover and hold drills; and to hold educational and training programs for students and staff. Preparedness activities include:

- Identify hazards likely to affect schools.

- Mitigate against the likely hazards

- Develop a response plan, including evacuation routes.

- Plan for coping and sustaining students and staff after a disaster.

- Implement drills and family education programs.

Schools (K-12), colleges and universities must take actions to train students and staff on proper emergency response procedures, educate student families on the schools plans and procedures during and immediately following an emergency, and plan for sustaining students and staff for up to 72 hours following a major disaster. Another important consideration is the student release procedure following an emergency. This involves considering what circumstances, when, and how to release students back to responsible persons following or during an emergency.

In addition to their preparedness role, schools, colleges, and universities are often used in emergency response by sheltering and housing evacuated citizens during a disaster. To this end, close coordination is in place between the City of Riverside and schools, colleges, universities, Riverside County Chapter of the American Red Cross to accomplish this important emergency function.

#### 9.4.28. FAITH BASED ORGANIZATIONS

Following a disaster, many people and organizations will immediately respond. A major role of faith community response is addressing those needs that other disaster responders do not or can not address. “Unmet Needs” refer to basic life-sustaining needs for which there is not an immediately accessible resource. The needs identified in the early hours or days of a disaster will be much different than those identified in the weeks and months following the disaster. Different agencies provide different services in the emergency response, emergency relief, short-term recovery and long-term recovery phases following a disaster.

During the emergency phase, first responders provide much of the needed services. The primary tasks are to get people to safety, administer emergency medical care, and restore order. Other response agencies may include: American Red Cross, the Salvation Army, and other community-based organizations. Services provided will depend upon need, but may include: food, water, shelter, medical supplies, clothing, transportation, security, debris removal, and other specialized services.

As the immediate emergency subsides, and the community moves into the stabilizing phase of relief and initial recovery, assistance may be offered in the form of material goods, volunteers, services such as debris removal or assessment, and other assistance programs. When the impact of the disaster is such that it outstrips the capability of the local community to respond and adequately recover, additional assistance may come to the community in the form of state and federal governmental programs, other voluntary agencies, and upper levels of faith-based disaster response organizations.

Coordinated and collaborative recovery efforts of community organizations lead to the best possible recovery of disaster survivors. These often take the form of 1) a community-based effort including secular, voluntary, and faith-based participants or 2) a faith-based recovery program alone. Scope of the disaster, identified needs and resources, and available or interested participants are likely to be the most influential forces in determining the structure of the long term recovery mechanism. Usually, the most sustainable structure is created by residents in the affected community.

Following a disaster, the recovery response will often be vast and at times overwhelming. This response must be coordinated, collaborative and serve the long-term recovery needs of the affected people and the community. For complete recovery following a disaster, the faith based community needs to not only be involved at the onset, but also be committed to its role as a conduit of resources and advocacy for the long term recovery process. Through faith-based community organizations, churches and other religious groups along with other agencies can work together to assure the most complete recovery following a disaster. Within the context of a community organization, they can most effectively assure that needs are identified and addressed without wasteful duplication of services. When large numbers of marginalized people have been affected by a disaster, the faith-based community organization can make a particularly important contribution in the disaster response and long-term recovery.

## 9.5. DIRECTION AND CONTROL

### 9.5.1. THE CITY MANAGER / DIRECTOR OF EMERGENCY SERVICES

**The City Manager / Director of Emergency Services** is responsible for the coordinated delivery of all emergency services (public, volunteer, and private) during a natural, technological, and/or national security emergency or disaster situation. The City Manager has delegated the City Emergency Services Manager the authority to implement this plan, and to coordinate city-level emergency operations through the regularly constituted governmental structure.

### 9.5.2. CITY EMERGENCY OPERATIONS CENTER (EOC)

In the event of an emergency or disaster, the requisite emergency functions of the City of Riverside government will be in the City Emergency Operations Center (EOC) located at 3085 Saint Lawrence Street. Should the primary EOC become inoperative, isolated, and/or unusable, the City Emergency Services Manager will issue relocation instructions to the City Emergency Organization for the preparation and activation of the Alternate City EOC at Magnolia Policing Center or at another location to be determined at that time.

### 9.5.3. DEPARTMENT DIRECTION

Each City of Riverside department shall be under the general control of its respective Director or through his or her designated emergency representative. Department representatives or outside agency representatives represent their department or agency as the Lead or Support Department for an Emergency Function (EF) or as a department or agency representative in the EOC. The emergency representative shall be empowered to make decisions, and expend resources (personnel, materials, supplies, equipment, facilities, and funds) in providing operational or logistical support to City of Riverside departments, County, State, and Special District governments during any extraordinary emergency incident or disaster event.

### 9.5.4. LOCAL CONTROL

Local governments are responsible under all applicable laws, executive orders, proclamations, rules, regulations, and ordinances for emergency management within their respective jurisdiction. Emergency incidents and disaster events within the City of Riverside will be locally managed by the City of Riverside from initial response to final recovery activities. In accordance with the California Emergency Services Act, section 8618, the City of Riverside shall remain in charge of any incident requiring mutual aid, including the direction of personnel and equipment provided through mutual aid.

### 9.5.5. EOC RESPONSE

Upon activation of the City of Riverside EOC, Office of Emergency Management (OEM) staff and departments shall insure that the necessary personnel and resources are available. Those department and agency representatives should bring or have pre-positioned plans, procedures, resource inventories, supplies, and notification lists needed to facilitate emergency or disaster operations from the EOC.

### **9.5.6. CITY MANAGER AUTHORITY**

During a proclaimed local emergency incident or disaster event, the City Manager / Director of Emergency Services has complete control and full authority to assign emergency resources from the City of Riverside, Special Districts, Non-Governmental Organizations, Volunteer Entities, and Private parties in order to save lives, reduce human suffering, protect property, and expedite recovery.

### **9.5.7. ON-SCENE CONTROL**

On-scene tactical activities are directed and controlled by an Incident Command structure from an Incident Command Post (ICP). This on-scene control may be in support of single incidents, incident sites as part of a series of city-wide emergency events, complex incidents, or as part of an Area Command structure.

### **9.5.8. EOC COORDINATION**

Management and coordination of response and recovery to city-wide events, extraordinary emergencies, and disasters shall be directed from the City Emergency Operations Center (EOC).

### **9.5.9. DOC COORDINATION**

Management and coordination of department level response and recovery activities to city wide events, extraordinary emergencies, and disasters shall be directed from Department Operations Centers (DOCs).

### **9.5.10. EOC ORGANIZATION**

The EOC organization and structure is based upon functional roles and responsibilities key to multi-agency / multi-jurisdictional coordination, resource and information management, and operational support to other SEMS levels. The EOC organization is consistent with local government SEMS organization and utilizes the elements common to the Incident Command System. Collectively the sections and units of the EOC organization are responsible for executing the Emergency Functions (EF) of the Emergency Operations Plan (EOP) when the EOC is activated.

The EOC organizational chart is found in Part II of the EOP - EOC Operations.

## **9.6. CONTINUITY OF GOVERNMENT**

### **9.6.1. CONTINUITY OF GOVERNMENT**

The concept of Continuity of Government is comprised of three elements: Standby Officers for the Governing Body, Temporary Seat of Government and the Preservation of Vital records. Continuity of Operations, which is not subject of the Emergency Operations Plan (EOP), consists of many more operational, logistical, and procedural elements.

A major disaster could result in the death or injury of key government officials, the partial or complete destruction of established seats of government, and the destruction of public and private records essential to continued operations of government.

Government at all levels is responsible for providing continuity of effective leadership and authority, direction of emergency operations and management of recovery operations. To this end, it is particularly essential that the City of Riverside continue to function as governmental entities during and immediately following a critical incident or disaster. The California Government Code and the Constitution of California provide the authority for state and local government to reconstitute itself in the event incumbents are unavailable or unable to serve.

### **9.6.2. CITY OF RIVERSIDE DIRECTOR OF EMERGENCY SERVICES**

Riverside Municipal Code identifies a successor to the position of Director of Emergency Services. Should the Director of Emergency Services be unable to serve, the positions defined in 9.6.3. will automatically serve as Alternate Director, in the order shown, and serve until a successor has been appointed by the Council, and seated. An individual serving as Alternate Director will have all the authority and powers of the Director.

### **9.6.3. ALTERNATE DIRECTOR OF EMERGENCY SERVICES**

1st Alternate: Assistant City Manager  
2nd Alternate: Assistant City Manager  
3rd Alternate: Fire Chief

### **9.6.4. SUCCESSION OF OFFICERS**

California Government Code Section § 8638, Article 15, Part 7, Division 1, Title 2 allows for the appointment of up to three standby officers for each member of the governing body. This article also provides for the succession of officers who head departments responsible for maintaining law and order, or for furnishing public services relating to health and safety. Additionally, Article 15 outlines procedures to ensure the continued functioning of political subdivisions in the event the governing body, including standby officers, are unavailable or unable to serve. The standby officers shall have the same authority and powers as the regular officers or department heads. The succession list complying with Article 15 for the City of Riverside is provided in the City Municipal Code Chapter 9.20.



## **9.6.5. LINES OF SUCCESSION**

The following staff positions are identified as key to emergency operations and have identified three standby officers in the event the member is unavailable or unable to serve during a proclaimed emergency or disaster. Lines of succession are identified in the City's Continuity of Government Plan and each department's Continuity of Operations Plan.

City Manager  
Assistant City Manager  
Assistant City Manager  
Airport Director  
Chief Financial Officer  
Chief Information Officer  
City Attorney  
City Clerk  
Community Development Director  
Development Director  
Emergency Services Manager  
Finance Director  
Fire Chief  
General Services Director  
Human Resource Director  
Police Chief  
Parks, Recreation and Community Services Director  
Public Utilities General Manager

As used in this plan, the word "unavailable" means that a department head or other key City official is either killed, missing or so seriously injured as to be unable to attend meetings and otherwise perform his duties. Any question as to whether a particular member is unavailable shall be settled by the Director of Emergency Services, or if unavailable his or her successor.

For the purpose of this plan, each person who shall succeed to each position of office as provided herein, and as provided for in continuity plans, shall assume all of the powers and duties of the office succeeded to immediately upon such succession.

## **9.6.6. RECONSTITUTING GOVERNMENT**

California Government Code Section § 8635 et seq., Article 15, Part 7, Division 1, Title 2, establishes a method for reconstituting the governing body. It authorizes that, should all members, including all standby officers, be unavailable, temporary officers shall be appointed by the Chairman of the Board of the County in which the political subdivisions are located or by the Chairman of the Board of any other County within 150 miles. California Government Code Section § 8642 of Article 15 authorizes local governing bodies to convene as soon as possible whenever a state of emergency or local emergency exists and at a place not necessarily within the political subdivision. Under Article 15, the duties of a governing body during emergencies include ascertaining the damage to the jurisdiction and its personnel and property, reconstituting itself and any subdivisions, and performing functions in preserving law and order and furnishing local services. The City of Riverside maintains a Continuity of Government Plan and each Lead City Department will maintain a Continuity of Operations Plan.



### **9.6.7. PRESERVATION OF VITAL RECORDS**

The City of Riverside City Clerk's Office is responsible for the preservation and protection of vital records. Each department will identify, maintain, and protect its vital records. Vital records are defined as those records that are essential to the rights and interests of individuals, governments, corporations and other entities, including vital statistics, land and tax records, license registers, and historical information. Vital records also include those records essential for emergency response, recovery operations, including utility system maps, emergency supplies, equipment locations, emergency operational plans, emergency procedures, and personnel rosters.

These vital records will be essential to the re-establishment of normal city government functions and serve to protect the rights and interests of government. These rights and interests may include the constitutions, charters, statutes, ordinances, court records, official proceedings and financial records of the City of Riverside.

THIS PAGE INTENTIONALLY LEFT BLANK.

## **9.7. ADMINISTRATION AND LOGISTICS**

### **9.7.1 ADMINISTRATION**

During an emergency or disaster, local government shall determine, if necessary, what if any normal administrative procedures shall be suspended, relaxed or made optional in order to prevent unnecessary impediments of emergency operations and recovery activities. Such action should be carefully considered and the consequences should be projected. Any departure from the usual methods of doing business will normally be stated in the Director of Emergency Services Proclamation of Emergency, or as specified in the Emergency Operations Plan (EOP), its supporting documents, or Continuity of Government and Continuity of Operations Plans.

### **9.7.2. FINANCE DURING DISASTERS**

A major disaster or emergency may require the expenditure of large sums of local funds. Financial operations may be carried out under compressed schedules and intense political pressures which will require expeditious actions that still meet sound financial management and accountability requirements.

#### **9.7.2.1. EMERGENCY FUNDS**

Financial support for emergency response and recovery operations shall be from funds regularly appropriated to City of Riverside departments. If the demands exceed available funds, the City Manager may make additional funds available from Reserve Emergency Funds. If money available from Reserve Emergency Funds is insufficient, the City Manager has the authority under a Local Proclamation of Emergency to transfer and expend moneys appropriated for other purposes.

#### **9.7.2.2. DISASTER COST ACCOUNTING**

Departments designated as Lead Departments for Emergency Functions (EF) conducting emergency support activities will be responsible for organizing their functional activities to provide financial support for their operations. Each department is responsible for maintaining appropriate documentation to support requests for reimbursement, for submitting bills in a timely fashion, tracking all emergency personnel, equipment and contractor costs and for closing out personnel and equipment assignments.

Departments are responsible for documenting all emergency or disaster related expenditures using generally accepted accounting procedures. Care must be taken throughout the course of the emergency to maintain detailed logs, records, receipts, invoices, purchase orders, rental agreements, etc. These documents will be necessary to support claims, purchases, reimbursements and disbursements. Record keeping is necessary to facilitate closeouts and to support post recovery audits.

### **9.7.3. LOGISTICS**

The Office of Emergency Management (OEM), in coordination with City of Riverside departments, will facilitate logistical support for city-wide emergency operations (i.e., provide supplies and equipment) and, if required, sleeping and feeding facilities for Emergency Operations Center (EOC) staff.

The EOC maintains the following logistics and resource databases:

- Typed resources maintained by departments. Typed resources include Fire, Law, Public Works, and Public Utilities equipment and credentialed personnel.
- Vendor provided emergency equipment and supplies.
- Emergency Management credentialed personnel.
- Expendable emergency supplies and tools.
- Emergency facilities.
- Personnel rosters.

In major Emergency Operations Center (EOC) activations, a Logistics Section will be established in the EOC.

During emergencies and disasters, departments shall implement established resource control procedures and determine resource availability of key resources. This includes identifying source and quantity of available resources. Resource availability lists maintained by departments shall be kept up to date and maintained in the EOC. Emergency Operations staff and the Director of Emergency Services shall be advised of any anticipated shortfalls in required resources needed to support any given emergency or disaster operation.

Departments should develop and maintain a current database of locally available resources and their locations. The database should include available public and private equipment, and personnel with special technical skills pertinent to the anticipated needs of the entity.

In advance of or upon the impending onset of an emergency event, the EOC may call for updated department or division level resource lists and logistics status in anticipation of local emergency needs or outside mutual-aid requests for assistance.

#### **9.7.4. EMERGENCY FACILITIES**

The City of Riverside maintains several emergency facilities designed to support emergency and disaster operations. Emergency facilities each serve a unique independent critical function, though are dependent upon each other in order to fulfill the full spectrum of emergency response and recovery activities.

##### **9.7.4.1. PUBLIC SAFETY COMMUNICATIONS CENTER**

The Public Safety Communications Center (PSCC) is staffed by communications specialist trained to handle a variety of police, fire and medical emergencies. The Public Safety Communications Center is responsible for receiving, prioritizing and sending appropriate assistance to citizens of the City of Riverside. The Center is staffed by Public Safety Dispatchers and Communications Supervisors who serve to coordinate police, fire and emergency medical dispatch and communications activities.

The Public Safety Communication Center is located with the Police Department's Administrative Headquarters at:

4102 Orange Street  
Riverside, CA 92501

**9.7.4.2. MOBILE COMMAND AND COMMUNICATIONS UNIT**

The City of Riverside maintains a Mobile Command Unit (MCU) which has many of the same capabilities as the Public Safety Communications Center. The Mobile Command Unit may be sent to city emergencies to support the emergency communications needs of the incident or it may serve as a redundant communications system should an emergency directly affect the Public Safety Communications Center.

**9.7.4.3. DEPARTMENT OPERATIONS CENTER**

A Department Operations Center (DOC) is a coordination center utilized by a distinct discipline such as fire, police, public works or public utilities to support the department's field level response to an emergency and to support the Emergency Operations Center (EOC). All four First Response departments maintain DOCs as well as suitable alternate DOCs. A DOC is organized and staffed in accordance with Standardized Emergency Management System (SEMS) and National Emergency Management System (NIMS). DOCs may be activated based upon individual departmental needs or when requested by the EOC.

**9.7.4.4. EMERGENCY OPERATIONS CENTER**

The Emergency Operations Center (EOC) for the City of Riverside is the facility where centralized emergency management is performed during large scale emergencies and disasters. Though managed by the Office of Emergency Management (OEM), the EOC is staffed by designated representatives of most city departments. The EOC is organized and staffed in accordance with SEMS and NIMS. During a major emergency or disaster all coordination and management of the response and recovery occurs from the EOC.

Considered the City's most critical facility during a disaster, the EOC maintains back up and redundant systems and equipment in order to maintain continuous emergency operations even during the worst of conditions. The EOC must be maintained in a constant state of readiness with the ability to be activated during an emergency or immediately following the impact of a disaster.

The Emergency Operation Center is located at the City Corporation Yard campus at:

3085 Saint Lawrence Street  
Riverside, CA 92504

**9.7.4.5. ALTERNATE EMERGENCY OPERATIONS CENTER**

An Alternate Emergency Operations Center (AEOC) is designated at the Police Department's Magnolia Street Policing Center, should the main EOC become damaged or otherwise not available during a disaster.

10540 Magnolia Avenue  
Riverside, CA 92505

**9.7.4.6. MOBILE EMERGENCY OPERATIONS CENTER**

The City of Riverside maintains a Mobile Emergency Operations Center (MEOC). The MEOC may be used as a forward EOC in support of field incidents or it may serve as a back up to the primary and alternate EOCs. The MEOC may be sent to city emergencies to support the emergency operations needs of the incident or it may serve as a logistical support unit to the Mobile Command Unit (MCU).

**9.7.4.7. JOINT INFORMATION CENTER**

The Joint Information Center (JIC) is a physical location where personnel with public information responsibilities from organizations involved in incident management activities can co-locate to perform critical emergency-information, crisis-communications, and public-affairs functions. The JIC is located in the Emergency Operations Center (EOC). The JIC develops, coordinates, and disseminates unified news releases, coordinates press conferences, facilitates media interviews, media tours, monitors sources of media for accuracy of incident related information, and coordinates all other public information needs and activities. Representatives within the JIC have the dual responsibilities of coordinating public information received from their specific department or agency as well as facilitating the flow of incident public information back to their department or agency. When required of the incident, a Media Center will be established by the JIC.

The JIC coordinates all public information with effected departments, agencies, and other levels of government. News releases are cleared through the Director of Emergency Services to ensure consistent messages, avoid release of conflicting information, and prevent negative impact on operations. This formal approval process for news releases ensures protection of law enforcement-sensitive information or other sensitive but unclassified information.

Departments may issue their own news releases related to their policies, procedures, programs, and capabilities, however these will be coordinated with the JIC. The JIC may have representatives from other jurisdictions or levels of government in order to ensure the adequacy and availability of information as well as to maintain the consistency of public information.

**9.7.4.8. INCIDENT COMMAND POST**

An Incident Command Post (ICP) is the field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP signifies the location of the tactical-level, on-scene incident command and management organization. It typically comprises the Incident Commander (IC) and immediate command staff and may include other designated incident management officials, responders and representatives from departments as well as private-sector and non-governmental organizations.

Typically, the ICP is located at or in the immediate vicinity of the incident site and is the focus for the conduct of direct, on-scene control of tactical operations. Incident planning is also conducted at the ICP. Any mobile command and communications equipment would also normally be established at this location. EOC-like functions in the context of smaller incidents or less complex incident scenarios may occur here as well. Major incidents will require ICP to EOC interface and coordination. Incident management activities, regardless of discipline type or incident type, must be conducted using the Incident Command System organizational structure and action-planning process.

**9.7.4.9. STAGING AREA**

A Staging Area is established as a temporary location of assigned resources. Staging Areas will be established by the Incident Commander or Operations Section Chief to enable positioning of and accounting for resources assigned though not having an immediate operational task assignment on an incident. A Staging Area is any location in which personnel, supplies, and equipment can be temporarily positioned while awaiting operational assignment. Generally staging areas are established when emergency resources will be required to support an emergency incident, however they are not required for immediate assignment.

In order to ensure that these resources are immediately available for emergency assignment, they will be brought into a safe and proximal location to the incident to await emergency assignment. City departments receiving a tasking to respond to an emergency incident will often be directed to either the Incident Command Post (ICP) or to a designated Staging Area.

Any resource, personnel or mobile equipment assigned to a Staging Area must; 1. Have a means of communications to the ICP; and 2. Remain ready and be able to respond out of the designated Staging Area within three minutes.

#### **9.7.4.10. MOBILIZATION CENTER**

A Mobilization Center is an off-incident location where emergency service personnel and equipment are temporarily located pending assignment to incidents, release, or reassignment. Mobilization Center is similar to that of a Staging Area, though is generally activated and managed by the Emergency Operations Center (EOC). A Mobilization Center will be established by the EOC to support major emergencies and disasters and will serve as a mobilization point for mutual aid resources.

Unlike Staging Areas, Mobilization Centers are generally designed to support sustained operations during major incidents and will also include accommodations for fuel, food and supplies. During a major emergency affecting the City of Riverside, there may be several Staging Areas established though there is likely to be only one Mobilization Center at a centralized location. A Mobilization Center may also be utilized when assembling City resources for out of area or out of region emergency assignments.

#### **9.7.4.11. EVACUATION RECEPTION CENTER**

An Evacuation Reception Center is a designated area where the public temporarily gathers for assignment to a mass care center or shelter. An Evacuation Reception Center may be established in a safe and comfortable area to provide disaster victims or evacuees a venue where they can be provided temporary relief from an emergency incident. An Evacuation Reception Center will be established when the incident is of short duration or in cases when overnight victim assistance is not required. In some cases an Evacuation Reception Center may initially be established until a fully operational Shelter can be opened. An Evacuation Reception Center is often established in lieu of a Shelter in short-term incidents since it may take 4-5 hours to fully set up a Shelter.

#### **9.7.4.12. SHELTER**

A Shelter is a facility that provides temporary care for individuals and families who have been evacuated from their homes by an emergency or disaster. Unlike an Evacuation Reception Center, a Shelter provides sleeping accommodations. Evacuation Reception Centers may be established in conjunction with a Shelter. Public shelters are a refuge for those seeking temporary safety from a disaster or emergency. People going to a public shelter are doing so because they have been ordered to evacuate, or left their home believing that remaining there was unsafe, or they have been temporarily displaced for another reason. Shelters offer minimal necessities and are not intended to take the place of other options for displaced person, such as staying with friends or family or staying in hotel/motels. Fully opening up a Shelter requires advance planning, heavy logistical needs, full shower and restroom facilities, sleeping accommodations, medical and mental health care availability, and security services.

## 9.7.5. MUTUAL AID

### 9.7.5.1. MUTUAL AID AGREEMENTS

No single local jurisdiction will have all the personnel, equipment, and materials required to cope with a major emergency or disaster. Necessary additional assistance may be rendered through mutual aid agreements that provide for obtaining additional resources from non-impacted, inter/intra-jurisdictional governmental agencies and other organizations. Mutual aid agreements are an essential component of emergency management planning, response, and recovery activities. These agreements can significantly increase the availability of critical resources and improve response and recovery efforts.

The foundation of California's emergency planning and response capability is a statewide mutual aid system, which is designed to ensure that adequate resources, facilities and other support are provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

The basis for the system is the California Master Mutual Aid Agreement, as referenced in the California Emergency Services Act. The California Master Mutual Aid Agreement created a formal process, in which each jurisdiction retains control of its own personnel and facilities, but can give and receive help whenever it is needed.

Mutual Aid assistance may be provided under one or more of the following authorities:

- California Civil Defense Master Mutual Aid Agreement (1950)
- California Fire and Rescue Emergency Plan (1978)
- California Law Enforcement Mutual Aid Plan (1961)
- Coroner's Mutual Aid Plan (2006)
- Emergency Managers Mutual Aid (EMMA) (1997)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 100-705)
- Interstate Civil Defense and Disaster Compact (1951)
- Emergency Management Assistance Compact (2005)

### 9.7.5.2. MUTUAL AID COORDINATION

To facilitate Mutual Aid, mutual aid systems work through designated Mutual Aid Coordinators at the Operational Area (OA), regional and State levels. The basic role of a Mutual Aid Coordinator is to receive requests, coordinate the provision of resources from within the coordinator's geographic area of responsibility and to pass on unfilled requests to the next level.

### 9.7.5.3. MUTUAL AID AREAS

Mutual aid region; operational area

(a) A "mutual aid region" is a subdivision of the State emergency services organization, established to facilitate the coordination of mutual aid and other emergency operations within an area of the State consisting of two or more county operational areas.

(b) An "operational area" is an intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area.



**9.7.5.4. MASTER MUTUAL AID AGREEMENT**

“Master Mutual Aid Agreement” means the California Disaster and Civil Defense Master Mutual Aid Agreement, made and entered into by and between the State of California, its various departments and agencies, and the various political subdivisions of the state.

**9.7.5.5. MUTUAL AID LEGISLATIVE PURPOSE**

It is the legislative purpose of the Master Mutual Aid Agreement and related mutual aid systems to facilitate the rendering of aid to areas stricken by an emergency and to make unnecessary, the execution of written agreements customarily entered into by public agencies exercising joint powers. Emergency plans duly adopted and approved as provided by the Governor shall be effective as satisfying the requirement for mutual aid operational plans provided in the Master Mutual Aid Agreement.

**9.7.5.6. OUTSIDE AID**

During any State of War Emergency or State of Emergency when the need arises for outside aid in any county, city and county, or city, such aid shall be rendered in accordance with approved emergency plans. It shall be the duty of public officials to cooperate to the fullest possible extent in carrying out such plans.

**9.7.5.7. EXERCISE OF MUTUAL AID POWERS IN NON-EMERGENCY PERIODS**

In periods other than a State of War Emergency, a State of Emergency, or a Local Emergency, state agencies and political subdivisions have authority to exercise mutual aid powers in accordance with the Master Mutual Aid Agreement and local ordinances, resolutions, agreements, or plans thereof.

**9.7.5.8. LOCAL CONTROL**

Local officials to remain in charge at incident requiring mutual aid.

Unless otherwise expressly provided by the parties, the responsible local official in whose jurisdiction an incident requiring mutual aid has occurred shall remain in charge at such incident, including the direction of personnel and equipment provided him through mutual aid.

**9.7.5.9. INTERSTATE AID AGREEMENTS**

Reciprocal aid agreements with other states or federal government; consultation with local officials.

The Governor may on behalf of this State enter into reciprocal aid agreements or compacts, mutual aid plans, or other interstate arrangements for the protection of life and property with other states and the federal government, either on a statewide basis or a political subdivision basis. Prior to committing the personnel, equipment, or facilities of any political subdivision of this state, the Governor shall consult with the chief executive or governing body of such political subdivision. Such mutual aid arrangements may include the furnishing or exchange, on such terms and conditions as are deemed necessary, of supplies, equipment, facilities, personnel, and services.

**9.7.5.10. LOCAL MUTUAL AID PROVISIONS**

In periods of Local Emergency, political subdivisions have full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements thereof.

**9.7.5.11. STATE MUTUAL AID PROVISIONS**

Provision of mutual aid by state agencies.

State agencies may provide mutual aid, including personnel, equipment, and other available resources, to assist political subdivisions during a Local Emergency or in accordance with mutual aid agreements or at the direction of the Governor.

**9.7.5.12. MUTUAL AID CHARGES AGAINST STATE OF CA**

Costs incurred in executing mutual aid agreements as charged against State.

In the absence of a State of War Emergency or State of Emergency, the cost of extraordinary services incurred by political subdivisions in executing mutual aid agreements shall constitute a legal charge against the State when approved by the Governor in accordance with orders and regulations promulgated as prescribed in Section 8567 of the California Government Code.

**9.7.5.13. CA MUTUAL AID SYSTEMS**

| <b>CALIFORNIA MUTUAL AID PROGRAM</b>                                 |   |   |   |
|--|---|---|---|
| MUTUAL AID SYSTEMS AND CHANNELS OF STATEWIDE MUTUAL AID COORDINATION |   |   |   |
| COORDINATED BY Cal EMA <sup>1</sup>                                  |   |   | COORDINATED BY EMSA <sup>2</sup>          |
| <b>Fire and Rescue</b>   | <b>Law Enforcement</b>                          | <b>Emergency Services</b>   | <b>Disaster Medical/Health</b>            |
| Fire Mutual Aid System   | Coroners Mutual Aid System                      | All other emergency services mutual aid not included in other systems | Disaster Medical/Health Mutual Aid System |
| Urban Search and Rescue System                                       | Law Enforcement Mutual Aid System               | Volunteer Engineers Mutual Aid System                                 |   |
|  | Search and Rescue Mutual Aid System (non-urban) | Emergency Managers Mutual Aid System                                  |   |
|  |   | Water Agency Response Network (WARN)                                  |   |

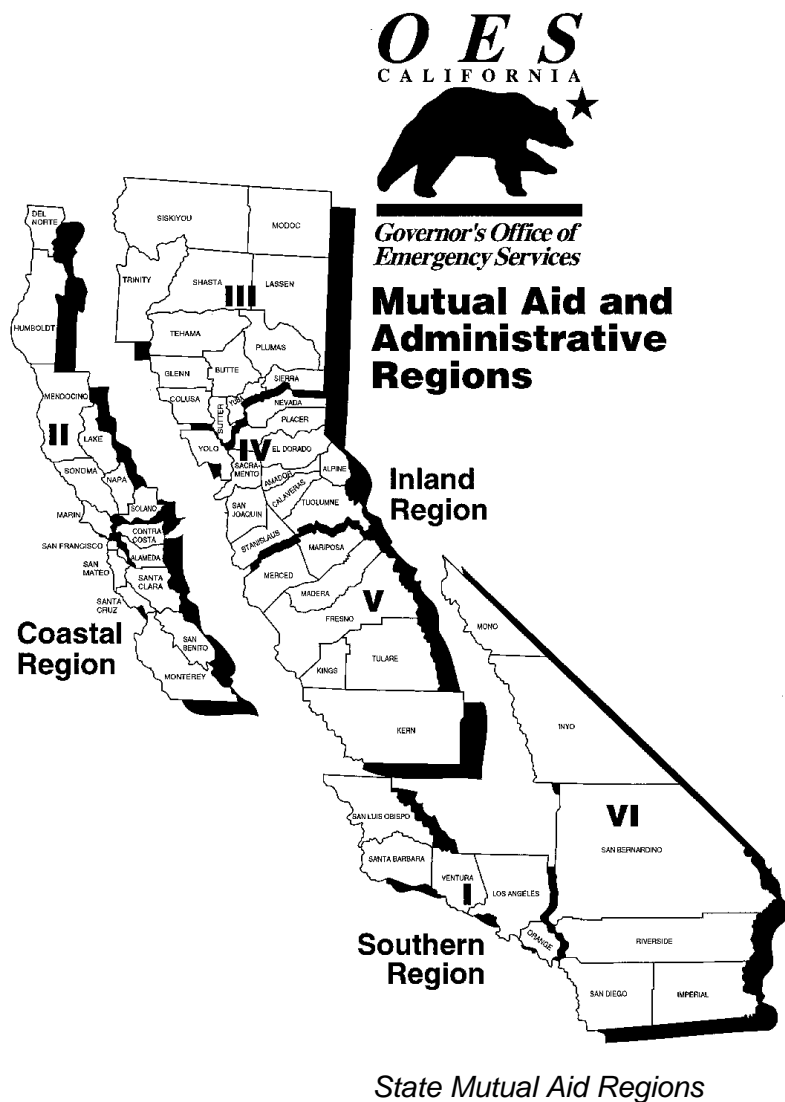
<sup>1</sup> California Emergency Management Agency

<sup>2</sup> California Emergency Medical Services Authority

### 9.7.5.14. STATE MUTUAL AID REGIONS

To facilitate the coordination and flow of mutual aid, the State has been divided into six mutual aid regions and three administrative regions.

Riverside is located in the Southern Administrative Region and Mutual Aid Region VI.



**9.7.5.15. DISCIPLINE-SPECIFIC MUTUAL AID COORDINATION**

The statewide system includes several discipline-specific mutual aid systems, such as; Fire and Rescue; Law Enforcement; and Emergency Managers. To further facilitate the mutual aid process, particularly during day-to-day emergencies involving public safety agencies, Fire and Rescue and Law Enforcement Mutual Aid Coordinators have been selected and function at the Operational Area (OA), regional and State levels. Regional Disaster Medical Health Coordinators have also been identified for each mutual aid region to coordinate medical mutual aid during disasters.

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system by emergency management staff at the local government, OA, regional and State levels.

**9.7.5.16. CITY MUTUAL AID PARTICIPATION**

The City of Riverside participates in various Mutual Aid Agreements. Each is managed and maintained by the department shown below:

| <b>MUTUAL AID PROGRAM</b>  | <b>RESPONSIBLE DEPARTMENT</b> |
|----------------------------|-------------------------------|
| Fire & Rescue              | Fire Department               |
| Law Enforcement            | Police Department             |
| Public Works               | Public Works                  |
| Utilities Water & Electric | Public Utilities              |
| Emergency Management       | Fire Department - OEM         |

**9.7.5.17. MUTUAL AID AGREEMENT RESPONSIBILITY**

The following Mutual Aid Agreements, development and maintenance, is the responsibility of the below listed departments:

| <b>MUTUAL AID AGREEMENT</b>                                       | <b>RESPONSIBLE DEPARTMENT</b>  |
|---|--------------------------------|
| California Master Mutual Aid Agreement                            | Office of Emergency Management |
| Fire and Rescue Mutual Aid  | Fire Department                |
| Law Enforcement Mutual Aid  | Police Department              |
| Coroner's Mutual Aid  | Sheriffs Department            |
| Water Agency Response Network (WARN) Omnibus Mutual Aid Agreement | Public Utilities               |
| Public Utilities Mutual Aid                                       | Public Utilities               |
| Public Works Mutual Aid   | Public Works                   |
| Emergency Managers Mutual Aid (EMMA)                              | Office of Emergency Management |

### **9.7.6. EMERGENCY MANAGEMENT ASSISTANCE COMPACT (EMAC)**

Since 2005 California has been a party to the Emergency Management Assistance Compact (EMAC), in place in the 47 other contiguous States. EMAC allows states to share emergency response resources immediately during a disaster without having to use valuable time reaching agreements and developing contracts. This mutual aid compact allows California to receive help from other States quickly during a disaster.

EMAC is the primary legal tool that states use to immediately send and receive emergency personnel and equipment during a major disaster. Prior to adopting EMAC, the California Emergency Management Agency negotiated governor-to-governor agreements with other States.

EMAC is neither a federal agency nor part of the federal government. It is an agreement among 48 States, the District of Columbia, Puerto Rico and the Virgin Islands, to provide assistance across State lines when any type of disaster occurs. The governor of the affected area must first declare a State of Emergency, and then that State must request the help it needs. It is this request that triggers the response from other EMAC-member States and sets the EMAC operations system of coordination and deployment in motion. EMAC gained national recognition in 2004 when four major hurricanes hit the U.S. in a six-week period, precipitating what was then the largest utilization to date of State-to-State mutual aid in the nation's history.

Established in 1996, EMAC was ratified by Congress and signed into law (Public Law 104-321). It is the first national disaster-relief compact to be ratified by Congress since the Civil Defense Compact of 1950. EMAC is administered by the National Emergency Management Association (NEMA).

### **9.7.7. TRAINING**

Training of emergency operations staff should be conducted on a continuing basis. In-house sessions, exercises, actual operations, or sponsored classes are sources for accomplishing this training. Various training courses are provided by or coordinated through the Office of Emergency Management (OEM) and other training institutions. Training courses may be taken in both classroom settings as well as in on-line independent study settings.

It is the responsibility of each department, special district, non-governmental organization and business institution to ensure that staff is trained to an appropriate level which is commensurate with their potential emergency assignment. Training needs are often identified in applicable credentialing standards, needs assessments, after action, and corrective action reports.

Individual and organization tasks and capabilities to be trained to may be found in the Universal Task List (UTL) and the Target Capabilities List (TCL).

Training of emergency organization staff will be consistent with their assigned and expected role in emergency operations, their placement on special teams, CA Standardized Emergency Management System (SEMS) training requirements and the National Incident Management System (NIMS) 5-Year Training Plan.

OEM maintains the City of Riverside Emergency Operations Training Plan.

THIS PAGE INTENTIONALLY LEFT BLANK.

## 9.8. PLAN DEVELOPMENT AND MAINTENANCE

### 9.8.1. PLAN DEVELOPMENT

The Emergency Operations Plan (EOP), its annexes, appendices, and procedures is developed in coordination with and is consistent with the following directives, guidance or plans:

- National Incident Management System (NIMS)
- California Standardized Emergency Management System (SEMS)
- National Response Framework (NRF)
- California Emergency Plan
- Guide for All-Hazards Emergency Planning (CPG 101) (and its predecessor SLG 101)

### 9.8.2. PLAN MAINTENANCE

This EOP, its annexes, appendices, procedures, resource inventories, and notification/recall lists shall be maintained and kept current by all parties in the following manner:

- The EOP; its Annexes; and Continuity of Government (COG) / Continuity of Operations (COOP) provisions will be reviewed every year.
- A comprehensive review and update of the EOP will be done every five (5) years.
- Any department or agency changes or additions to the EOP will be forwarded to the Office of Emergency Management (OEM) for review and consideration,
- Resource inventories, notification/recall lists should be reviewed on a six (6) month basis or as changes occur.
- Procedures will be reviewed following evaluations of actual emergency / disaster operations and/or exercises and trainings, where deficiencies were noted.
- Substantive changes to Part I of the the EOP will be identified in the Record of Changes table.

### 9.8.3. PLAN REVISIONS

The EOP is continually being updated and distribution of revised versions will be the responsibility of the OEM. Outdated versions of this plan should be destroyed when a new version is published so that only the most recent version is in circulation.

Revisions, updates, and enhancements to the EOP may be made without Council approval when said changes are as a matter of normal improvement planning and corrective action process.

The schedule for revisions and updates to the EOP include a full and complete update with City Council approval every five years with more frequent routine updates and revisions as identified through lessons learned of actual events, trainings and exercises.

Substantive revisions and changes to Part I of the the EOP will be identified in the Record of Changes table.

#### **9.8.4. COORDINATION WITH OTHER PLANS**

The Riverside EOP has been developed in coordination with the concepts, principles and requirements of the following plans and policies:

- California Emergency Plan
- California Emergency Management Strategic Plan
- California Homeland Security Strategy
- National Response Framework
- National Preparedness Goal
- National Planning Scenarios
- National Infrastructure Protection Plan
- National Target Capabilities
- National Universal Task List
- National Homeland Security Strategy



## 9.9. AUTHORITIES AND REFERENCES

### CITY OF RIVERSIDE

Emergency Management and Disasters, Riverside Municipal Code Plan 9.20  
Standardized Emergency Management System (SEMS), Resolution #18616  
National Incident Management System (NIMS), Resolution #21232

### STATE CONSTITUTION

Constitution of the State of California

### STATE LAW

Air Pollution, Health and Safety Code §42320  
Air Toxics Hot Spots, Health and Safety Code §44300  
Disaster Project Law, Health and Safety Code §34000  
Disaster Recovery Reconstruction Act, Government Code §8877.1  
Earthquake Education Act, Public Resources Code §2805  
Earthquake Fault Zoning Act, Public Resources Code §2621  
Earthquake Hazards Reduction Act, Government Code §8871  
Economic Disaster Act, Government Code §8695  
Employees Safety Act, Labor Code §2801  
Emergency Services Act, Government Code §8550 Essential Services Buildings  
Seismic Safety Act, Health and Safety Code §16000  
FIRESCOPE Act, Health and Safety §13070  
Flood Control Law, Water Code §8000  
Flood Control Law of 1946, Water Code §12800  
Flood Plain Management, Water Code §8400  
Hazardous Substances Highway Spill Containment and Abatement Act, Vehicle Code §2450  
Hazardous Materials Release Response Plans and Inventory, Health and Safety Code §25500  
Integrated Waste Management Act, Resources Code, §40050  
Katz Act, Education Code §35295 - 35297 (Requires that schools plan for earthquakes and other emergencies)  
California Disaster Assistance Act, Government Code §8680  
Oil Spill Prevention and Response Act, Government Code §8670.1  
Planning and Zoning Law, Government Code §65000  
Radiation Protection Act, Health and Safety Code §114650  
Sabotage Prevention Act, Military and Veterans Code §1630  
Seismic Hazards Mapping Act, Public Resources Act §2690  
Hospital Facilities Seismic Safety Act, Health and Safety Code §129675  
Seismic Safety Commission Act, Government Code, §8870, et seq.  
Water Shortage Emergency Act, Water Code §350

**CALIFORNIA CODE OF REGULATIONS**

Title 19, Public Safety, Division 2, Plan 1, Standardized Emergency Management System, §2400

Title 19, Public Safety, Division 2, Plan 2, Emergencies and Major Disasters, §2501

Title 19, Public Safety, Division 2, Subplan 2, Hazardous Substances Emergency Response Training, §2510

Title 19, Public Safety, Division 2, Plan 3, Conflict of Interest Code, §2600

Title 19, Public Safety, Division 2, Plan 4, Hazardous Material Release Reporting, Inventory, and Response Plans, §2620

Title 19, Public Safety, Division 2, Plan 5, State Assistance for Fire Equipment Act, §2800

Title 19, Public Safety, Division 2, Plan 6, California Disaster Assistance Act, §2900

Disaster Service Worker Regulations, Adopted by the California Emergency Council on March 30, 1971 and further amended May 13, 1977 and January 9, 1979.

**FEDERAL LAWS**

Comprehensive Environmental Response Compensation and Liability Act (CERCLA), Title 42 USC, §9601

Emergency Planning and Community Right-to-Know Act, 1986 (also known as SARA Title III, as amended in CERCLA, Title 42 USC, §11001)

Federal Water Pollution Control Act, 33 USC §1251

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288 as amended

**CODE OF FEDERAL REGULATIONS**

7 CFR Farmers Home Administration (FmHA) recovery, land use policy, soil conservation service, disaster losses

10 CFR Department of Defense (DOD) relates to Defense Production Act, priority supply of crude oil and petroleum products

24 CFR Housing and Urban Development, Disaster Assistance Act of 1974

29 CFR Hazardous Waste Operation and Emergency Response (HAZWOPER), §1910.120

32 CFR Department of Defense (DOD), national defense, military resources in support of civil authorities

40 CFR Environmental Protection Agency (EPA) hazardous waste treatment, storage, and disposal facilities.

44 CFR Federal Emergency Management Agency (FEMA) federal disaster assistance programs, emergency and major disaster declarations, disaster field offices, State and federal coordinating officers

45 CFR Public Welfare, Health and Human Services, emergency energy conservation program

**PRESIDENTIAL DIRECTIVES**

Homeland Security Presidential Directives (HSPD) are issued by the President of the United States on matters pertaining to Homeland Security.

HSPD – 1: Organization and Operation of the Homeland Security Council. (White House) Ensures coordination of all homeland security-related activities among executive departments and agencies and promote the effective development and implementation of all homeland security policies.

HSPD – 2: Combating Terrorism Through Immigration Policies. (White House) Provides for the creation of a task force which will work aggressively to prevent aliens who engage in or support terrorist activity from entering the United States and to detain, prosecute, or deport any such aliens who are within the United States.

HSPD – 3: Homeland Security Advisory System. (White House) Establishes a comprehensive and effective means to disseminate information regarding the risk of terrorist acts to Federal, State, and local authorities and to the American people.

HSPD – 4: National Strategy to Combat Weapons of Mass Destruction. (White House) Applies new technologies, increased emphasis on intelligence collection and analysis, strengthens alliance relationships, and establishes new partnerships with former adversaries to counter this threat in all of its dimensions.

HSPD – 5: Management of Domestic Incidents. (White House) Enhances the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system.

HSPD – 6: Integration and Use of Screening Information. (White House) Provides for the establishment of the Terrorist Threat Integration Center.

HSPD – 7: Critical Infrastructure Identification, Prioritization, and Protection. (White House) Establishes a national policy for Federal departments and agencies to identify and prioritize United States critical infrastructure and key resources and to protect them from terrorist attacks.

HSPD – 8: National Preparedness. (White House) Identifies steps for improved coordination in response to incidents. This directive describes the way Federal departments and agencies will prepare for such a response, including prevention activities during the early stages of a terrorism incident. This directive is a companion to HSPD-5.

HSPD – 8 Annex 1: National Planning. (White House) Further enhances the preparedness of the United States by formally establishing a standard and comprehensive approach to national planning.

HSPD – 9: Defense of United States Agriculture and Food. (White House) Establishes a national policy to defend the agriculture and food system against terrorist attacks, major disasters, and other emergencies.

HSPD – 10: Biodefense for the 21st Century. (White House) Provides a comprehensive framework for our nation's Biodefense.

HSPD – 11: Comprehensive Terrorist-Related Screening Procedures. (White House) Implements a coordinated and comprehensive approach to terrorist-related screening that supports homeland security, at home and abroad. This directive builds upon HSPD – 6.

HSPD – 12: Policy for a Common Identification Standard for Federal Employees and Contractors. (White House) Establishes a mandatory, Government-wide standard for secure and reliable forms of identification issued by the Federal Government to its employees and contractors (including contractor employees).

HSPD – 13: Maritime Security Policy. (White House) Establishes policy guidelines to enhance national and homeland security by protecting U.S. maritime interests.

HSPD - 16: Aviation Strategy. (White House) Details a strategic vision for aviation security while recognizing ongoing efforts, and directs the production of a National Strategy for Aviation Security and supporting plans.

HSPD – 18: Medical Countermeasures against Weapons of Mass Destruction. (White House) Establishes policy guidelines to draw upon the considerable potential of the scientific community in the public and private sectors to address medical countermeasure requirements relating to CBRN threats.

HSPD – 19: Combating Terrorist Use of Explosives in the United States. (White House) Establishes a national policy, and calls for the development of a national strategy and implementation plan, on the prevention and detection of, protection against, and response to terrorist use of explosives in the United States.

HSPD – 20: National Continuity Policy. (White House) Establishes a comprehensive national policy on the continuity of federal government structures and operations and a single National Continuity Coordinator responsible for coordinating the development and implementation of federal continuity policies.

HSPD – 21: Public Health and Medical Preparedness. (White House) Establishes a national strategy that will enable a level of public health and medical preparedness sufficient to address a range of possible disasters.

## **STATE EMERGENCY PLANS**

State Emergency Plan – July 2009

Air Pollution Emergency Plan, State Implementation Plan (Plan 21),

California Earthquake Advisory Plan, CA Office of Emergency Services (OES), 1990

California Emergency Resources Management Plan, OES 1968

California Energy Shortage Contingency Plan, CA Energy Council (CEC), 1996

California Fire and Rescue Emergency Plan, OES, 1993

California Short-Term Earthquake Prediction Response Plan-Supplement to California Short-Term Earthquake Prediction Response Plan

California Utilities Emergency Plan, OES, 1990

Hazardous Material Incident Contingency Plan, OES, 1991

Marine Oil Spill Contingency Plan, CA Department of Fish and Game (DFG), (Working Draft)

Nuclear Emergency/Terrorism Response Plan, OES, 1991

Nuclear Power Plant Emergency Response Plan, OES, 1993

Oil Spill Contingency Plan, DFG, 1983

Parkfield California Earthquake Prediction Response Plan, OES, Revised 1993

Post Disaster Safety Assessment Plan, 1992

Radiological Intelligence Plan, 1979  
Railroad Accident Prevention and Immediate Deployment (RAPID) Plan,  
DTSC, Working Draft April 1994

## **MUTUAL AID PLANS**

California Coroners' Mutual Aid Plan, OES, 1985  
Emergency Managers Mutual Aid Plan, OES 1997  
Fire and Rescue Mutual Aid Plan, OES 1988  
Law Enforcement Mutual Aid Plan, OES 1994  
Law Enforcement Mutual Aid Plan (Search and Rescue - SAR) Annex, OES, 1995  
Medical/Health Mutual Aid Plan (under development)  
Local Marine Oil Spill Contingency Plan (see DFG/OSPR for details)  
State Emergency Plan - July 2009

## **SUPPORTING DOCUMENTS**

SEMS (Standardized Emergency Management System) Guidelines  
SEMS Approved Course of Instruction (ACI)  
SEMS Bulletins  
RIMS (Response Information Management System) Manual

## **RESOURCE DOCUMENTS**

Emergency Planning Guidance for Local Government, OES, January 1998  
Subgrantee Disaster Assistance Resource Manual, Disaster Assistance Division/OES  
Disaster Recovery Public Assistance Applicant Packet - For State Agencies, Local Government,  
Special Districts and Private Nonprofit Organizations  
Guidelines for Documenting Disaster-Related Response and Recovery  
Costs for Federal (FEMA) and State (Natural Disaster Assistance Act - NDAA) Public  
Assistance Programs, California State Controller's Office, 1995  
Individual Assistance Administrative Plan  
Public Assistance Program Administrative Plan  
Administrative Plan for the Hazard Mitigation Grant Program  
State Flood Hazard Mitigation Plan  
State Fire Mitigation Plan

## **MEMORANDUMS OF UNDERSTANDING AND AGREEMENTS**

California Disaster and Civil Defense Master Mutual Aid Agreement (also referred to as the  
Master Mutual Aid Agreement) (MMAA)

Memorandum of Understanding – Office of Emergency Services (OES) and Department of Fish  
and Game (DFG)

Memorandum of Understanding - National American Red Cross and Department of Social  
Services

Memorandum of Understanding - OES California Division of Mines and Geology, and the United  
States Geological Survey

Statement of Operational Relationships Between the American Red Cross and California Office  
of Emergency Services

## **FEDERAL EMERGENCY/DISASTER PLANS AND PROCEDURES**

National Response Framework, January 2008

Federal Radiological Emergency Response Plan (FRERP) Advance Copy, April 1996

National Interagency Incident Management System (NIIMS), Complete Set of Qualification Documents, National Wildfire Coordinating Group, National Interagency Fire Center

## 9.10. GLOSSARY OF ABBREVIATIONS AND DEFINITIONS OF TERMS

### ABBREVIATIONS

|          |  |
|----------|--|
| ACS      | Auxiliary Communications Services                    |
| Cal ISO  | California Independent System Operations             |
| CalEMA   | California Emergency Management Agency               |
| CalFIRE  | California Fire                                      |
| CalTRANS | California Department of Transportation              |
| CAP      | Civil Air Patrol                                     |
| CBO      | Community-Based Organization                         |
| CBRNE    | Chemical, Biological, Radiation, Nuclear, Explosive  |
| CCC      | California Conservation Corp                         |
| CCR      | California Code of Regulations                       |
| CDC      | Center for Disease Control                           |
| CERT     | Community Emergency Response Team                    |
| CHP      | California Highway Patrol                            |
| CISD     | Critical Incident Stress Debriefing                  |
| CLERS    | California Law Enforcement Radio System              |
| CLETS    | California Law Enforcement Telecommunications System |
| COG      | Continuity of Government                             |
| COOP     | Continuity of Operations                             |
| DHS      | Department of Homeland Security                      |
| DOC      | Department Operations Center                         |
| DOE      | Department of Energy                                 |
| DOJ      | Department of Justice                                |
| DSR      | Damage Survey Report                                 |
| DSW      | Disaster Service Worker                              |
| DWI      | Disaster Welfare Inquiry                             |
| DWR      | Department of Water Resources                        |
| EAS      | Emergency Alert System                               |
| EF       | Emergency Function                                   |
| EMS      | Emergency Medical Services                           |
| EDIS     | Emergency Digital Information System                 |
| EMMA     | Emergency Managers Mutual Aid                        |
| EOC      | Emergency Operations Center                          |
| EOP      | Emergency Operations Plan                            |
| EPA      | Environmental Protection Agency                      |
| EPI      | Emergency Public Information                         |
| EPZ      | Emergency Planning Zone                              |
| ESF      | Emergency Support Function                           |

|       |  |
|-------|--|
| ETA   | Estimated Time of Arrival                      |
| FEMA  | Federal Emergency Management Agency            |
| FBI   | Federal Bureau of Investigation                |
| FCC   | Federal Communications Commission              |
| GAR   | Governor's Authorized Representative           |
| HHS   | Department of Human Health Services            |
| HMC   | Hazard Mitigation Coordinator                  |
| HMGP  | Hazard Mitigation Grant Program                |
| HSPD  | Homeland Security Presidential Directive       |
| HT    | Handy Talkie                                   |
| IA    | Individual Assistance                          |
| IAP   | Incident Action Plan                           |
| IC    | Incident Commander                             |
| ICP   | Incident Command Post                          |
| ICS   | Incident Command System                        |
| IDE   | Initial Damage Estimate                        |
| IMS   | Incident Management System                     |
| JIC   | Joint Information Center                       |
| JIS   | Joint Information System                       |
| LHMP  | Local Hazard Mitigation Plan                   |
| MACS  | Multi-Agency Coordination System               |
| NHTSA | National Highway Traffic Safety Administration |
| NAWAS | National Warning System                        |
| MHz   | Megahertz                                      |
| NCIC  | National Crime Information Center              |
| NDAA  | Natural Disaster Assistance Act                |
| NEPA  | National Environmental Policy Act              |
| NFIP  | National Flood Insurance Program               |
| NIMS  | National Incident Management System            |
| NRC   | U.S. Nuclear Regulatory Commission             |
| NTSB  | National Transportation Safety Board           |
| OA    | Operational Area                               |
| OASIS | Operational Area Satellite Information System  |
| OEM   | Office of Emergency Management                 |
| OES   | Office of Emergency Services                   |
| OHS   | Office of Homeland Security                    |
| PA    | Public Assistance                              |
| PDA   | Preliminary Damage Assessment                  |
| P.L.  | Public Law                                     |
| PIO   | Public Information Officer                     |
| RACES | Radio Amateur Civil Emergency Services         |
| RDMHC | Regional Disaster Medical Health Coordinator   |



|       |  |
|-------|--|
| REOC  | Region Emergency Operations Center         |
| RIMS  | Response Information Management System     |
| SEMS  | Standardized Emergency Management System   |
| SHMC  | State Hazard Mitigation Coordinator        |
| SOG   | Standard Operating Guideline               |
| SONGS | San Onofre Nuclear Generating Station      |
| SOP   | Standard Operating Procedure               |
| SNS   | Strategic National Stockpile               |
| WMD   | Weapons of Mass Destruction                |
| VOAD  | Voluntary Organizations Active in Disaster |

## DEFINITIONS OF TERMS

Activate - As used in this plan, shall mean the placing into operation of the Emergency Organization hereinafter provided for, upon the receipt of official warning of an impending or threatened emergency, or upon the declaration of the existence of a local emergency.

Continuity of Government – As used in this plan, shall mean all measures taken to ensure the continuity of essential functions of government in the event of emergency conditions, including lines of succession for key decision makers and officials.

Director of Emergency Services – As used in this plan, shall mean the individual having jurisdiction and authority over the City's response and recovery to extraordinary emergencies and disasters. The City Manager serves as the Director of Emergency Services.

Disaster Service Worker - As used in this plan, shall mean any person registered with a disaster council or the California Emergency Management Agency, or a state agency granted authority to register Disaster Service Workers, for the purpose of engaging in disaster service work pursuant to the California Emergency Services Act without pay or other consideration. Disaster Service Worker includes public employees, and also includes any unregistered persons impressed into service during a state of war emergency, a state of emergency, or a local emergency by a person having authority to command the aid of citizens in the execution of his or her duties.

Emergency - As used in this plan, shall mean the actual or threatened existence of conditions of disaster or of extreme peril to the safety of persons and property within this city caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, earthquake, drought, sudden and severe energy shortage, plant or animal infestation or disease, or other conditions, including conditions resulting from war or imminent threat of war, severe or imminent threat of terrorist attack, but other than conditions resulting from a labor controversy, which conditions are or are likely to require the combined services, personnel, equipment and facilities of this city.

Emergency Operations Center - As used in this plan, shall mean the location from which centralized City emergency management is performed.

Inability to Act - As used in this plan, shall mean that an official is either killed, missing, or so seriously ill or injured as to be unable to attend meetings and otherwise perform his/her duties. Any question as to whether a particular official can be deemed to have an "inability to act" shall be settled by the governing board of the political jurisdiction or any remaining available members of said body (including standby officers who are serving on such body).

Local Emergency - As used in this plan, shall mean the duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, pandemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the governor's warning of an earthquake or volcanic prediction, or an earthquake, or other conditions, including conditions resulting from war or imminent threat of war, severe or imminent threat of terrorist attack, other than conditions resulting from a labor controversy, which conditions are or are likely to be beyond the control of the services, personnel, equipment, and facilities of that political subdivision and require the combined forces of other political subdivisions to combat, or with respect to regulated energy utilities, a sudden and severe energy shortage requires extraordinary measures beyond the authority vested in the State Public Utilities Commission.

Multi-Agency or Inter-Agency Coordination - As used in this plan, shall mean the participation of agencies and disciplines involved at any level of the Standardized Emergency Management System (SEMS) organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

National Incident Management System - As used in this plan, shall mean the adopted national emergency management processes, protocols, and procedures for federal, state, tribal and local responders. National Incident Management System (NIMS) utilizes the Incident Command System (ICS), Resource Management, Joint Information Management System, Communication and Information Management and Preparedness policies. NIMS is consistent with SEMS.

Operational Area - As used in this plan, shall mean an intermediate level of state emergency services organization, consisting of a county and all political subdivisions within the county area. Each county geographic area is designated an operational area for the coordination of emergency activities and to serve as a link in the system of communications and coordination between the state's emergency operations centers and the operations centers of the political subdivisions comprising the operational area, as defined in California Government Code Subsection 8559 (b) and Section 8605. This definition does not change the definition of operational area as used in the existing fire and rescue mutual aid system.

Standardized Emergency Management System - As used in this plan shall mean the adopted state emergency management system. The Standardized Emergency Management System (SEMS) utilizes the Incident Command System (ICS), Multi/Interagency Coordination, Mutual Aid, and the Operational Area Concept to facilitate emergency incident management, priority setting, interagency cooperation and the efficient use of resources and flow of information during an emergency. SEMS is consistent with NIMS.

State of Emergency - As used in this plan, shall mean the duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, storm, epidemic, pandemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the governor's warning of an earthquake or volcanic prediction, or an earthquake, or other conditions, other than conditions resulting from a labor controversy or conditions causing a state of war emergency, which conditions, by reason of their magnitude, are or are likely to be beyond the control of the services, personnel, equipment, and facilities of any single county, city and county, or city and require the combined forces of a mutual aid region or regions to combat, or with respect to regulated energy utilities, a sudden and severe energy shortage requires extraordinary measures beyond the authority vested in the State Public Utilities Commission.

State of War Emergency – As used in this plan, shall mean the condition which exists immediately, with or without a proclamation thereof by the governor, whenever this state or nation is attacked by an enemy of the United States, or upon receipt by the state of a warning from the federal government indicating that such an enemy attack is probable or imminent.

THIS PAGE INTENTIONALLY LEFT BLANK.

**CITY OF RIVERSIDE FIRE DEPARTMENT  
OFFICE OF EMERGENCY MANAGEMENT  
3085 SAINT LAWRENCE STREET  
RIVERSIDE, CA 92504**

**(951) 320-8100**